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NATIONAL DEFENSE MIGRATION

HEARINGS

BEFORE THE

SELECT COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION HOUSE OF REPRESENTATIVES

SEVENTY-SEVENTH CONGRESS
FIRST SESSION

PURSUANT TO

H. Res. 113

A RESOLUTION TO INQUIRE FURTHER INTO THE INTERSTATE MIGRATION OF CITIZENS, EMPHASIZING THE PRESENT AND POTENTIAL CONSEQUENCES OF THE MIGRATION CAUSED BY THE NATIONAL DEFENSE PROGRAM

PART 14

TRENTON HEARINGS

JUNE 27 AND 28, 1941

Printed for the use of the Select Committee Investigating
National Defense Migration

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OCT 21 1941

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CONTENTS

Page

- List of witnesses v
- Friday, June 27, 1941, morning session 5543
  - Testimony of Lewis Compton 5543
  - Statement by Governor's committee 5544
  - Testimony of Lewis Compton, resumed 5547
  - Testimony of Glenn Gardiner 5549
  - Statement by Glenn Gardiner 5550
  - Testimony of Glenn Gardiner, resumed 5554
  - Testimony of William E. Ratell 5561
  - Testimony of Earl Ratell 5565
  - Testimony of Joseph A. Brophy 5567
  - Statement by Joseph A. Brophy 5567
  - Testimony of Joseph A. Brophy, resumed 5568
  - Testimony of Carl C. Holderman 5572
  - Statement by Carl C. Holderman 5573
  - Testimony of Carl C. Holderman, resumed 5576
  - Testimony of John E. Sloane 5585
  - Statement by John E. Sloane 5585
  - Testimony of John E. Sloane, resumed 5587
  - Testimony of Wilbur Jones 5592
  - Testimony of Thomas Parsonnet 5596
  - Statement by Vincent J. Murphy 5597
  - Testimony of Thomas Parsonnet, resumed 5597
  - Testimony of Martin F. Burke 5603
- Friday, June 27, 1941, afternoon session 5607
  - Testimony of New Jersey State panel 5607
  - Statement by C. George Krueger 5607
  - Statement by H. J. Lepper 5610
  - Testimony of H. J. Lepper 5634
  - Testimony of John T. McCormack 5646
  - Testimony of William H. MacDonald 5647
  - Statement by William H. MacDonald 5647
  - Testimony of William H. Macdonald, resumed 5650
  - Testimony of Lt. D. J. Dunn 5654
  - Statement by Lt. D. J. Dunn 5654
  - Testimony of Lt. D. J. Dunn, resumed 5655
  - Testimony of Dr. Ellen C. Potter 5655
  - Statement by Dr. Ellen C. Potter 5656
  - Testimony of Dr. Ellen C. Potter, resumed 5660
  - Testimony of Ernest Harding 5665
  - Statement by Ernest Harding 5665
  - Testimony of Ernest Harding, resumed 5670
  - Testimony of A. R. Post 5676
  - Statement by A. R. Post 5677
  - Testimony of A. R. Post, resumed 5682
  - Testimony of William Walker 5683
  - Testimony of Theodore L. Shaffer 5686
  - Statement by Theodore L. Shaffer 5686
  - Testimony of Theodore L. Shaffer, resumed 5688
- Saturday, June 28, 1941, morning session 5695
  - Testimony of E. Donald Sterner 5695
  - Statement by E. Donald Sterner 5695
  - Testimony of E. Donald Sterner, resumed 5697
  - Testimony of H. E. Parker 5705
  - Statement by H. E. Parker 5705
  - Testimony of H. E. Parker, resumed 5709

Page

Saturday, June 28, 1941, morning session—Continued.

Testimony of Col. Cassius M. Dowell 5714
Statement by Col. Cassius M. Dowell 5714
Testimony of Col. Cassius M. Dowell, resumed 5717
Testimony of Maj. Aage Woldike 5718
Testimony of Maj. Joseph C. Donoghue 5721
Testimony of Maj. John T. Daly 5725
Testimony of Maj. Frederick D. Buttenbaum 5727
Testimony of Arnold Vey 5728
Statement by Arnold Vey 5730
Testimony of John Green 5738
Statement by John Green 5739
Testimony of John Green, resumed 5742
Testimony of Andrew F. Ganser 5748
Statement by Andrew F. Ganser 5748
Testimony of Andrew F. Ganser, resumed 5749
Testimony of Col. Lawrence Westbrook 5752
Statement by Col. Lawrence Westbrook 5752
Testimony of Col. Lawrence Westbrook, resumed 5754
Testimony of Andrew F. Ganser, resumed 5756
Testimony of Mary L. Dyckman and Helena H. Simmons 5756
Statement by Mary L. Dyckman 5757
Testimony of Mary L. Dyckman and Helena H. Simmons, resumed 5763
Saturday, June 28, 1941, afternoon session 5768
Testimony of Hermon I. Miller 5768
Statement by Hermon I. Miller 5768
Testimony of Hermon I. Miller, resumed 5774
Testimony of Thomas Donato 5781
Testimony of Postelle A. Vaughn 5787
Statement by Postelle A. Vaughn 5787
Testimony of Postelle A. Vaughn, resumed 5792

Introduction of exhibits:

Exhibit 1. Effect of defense program on Trenton community facilities 5800
Exhibit 2. Letter from Public Service Coordinated Transport 5802
Exhibit 3. Enrollments in defense-training courses 5803
Exhibit 4. Report by Federal Shipbuilding & Dry Dock Co 5808
Exhibit 5. Defense problems in Paterson, N. J 5809
Exhibit 6. Letter from New Jersey Tuberculosis League, Inc 5809
Exhibit 7. Report of New Jersey Defense Council, Newark, N. J. 5810
Exhibit 8. Report on Clark Township Federal Housing project 5810
Exhibit 9. Training of industrial personnel 5813
Exhibit 10. Migration in Pemberton, N. J 5816
Exhibit 11. Migration in Mount Holly, N. J 5818
Exhibit 12. Report of Camden Homes Registration Office 5818
Exhibit 13. Employment of Aircraft Workers in New Jersey 5821
Exhibit 14. Fort Dix Community Service 5827
Exhibit 15. Report of Unemployment Compensation Commission on migration to New Jersey 5829
Exhibit 16. Public health service needs in New Jersey 5841
Exhibit 17. Child-labor standards 5842
Exhibit 18. Housing conditions in Hackensack, N. J 5843
Exhibit 19. Migration of Negroes to Trenton, N. J 5843
Exhibit 20. Housing needs of Bergen County, N. J 5844
Exhibit 21. Housing and employment conditions in Camden, N. J 5847
Exhibit 22. Farm-labor-supply situation in southern New Jersey, 1941 5849
Exhibit 23. Farm-labor background in New Jersey 5858
Exhibit 24. Statement by Division of Defense Housing Coordination 5871
Exhibit 25. Office of Production Management letter on race discrimination in defense industries 5875
Exhibit 26. Loans by Federal Ship Office Employees Credit Union 5876
Exhibit 27. Camps for migrant farm labor 5876
Exhibit 28. Industrial activity and the need for Work Projects Administration employment in New Jersey 5877
Exhibit 28A. In June 1941 5877
Exhibit 28B. In northern New Jersey, May 1941 5879
Exhibit 28C. In Camden County, April 1941 5881
Exhibit 29. Reported farm-labor shortage, southern New Jersey, May 1941 5882
Index 5882C

LIST OF WITNESSES, TRENTON HEARINGS, JUNE 27–28, 1941

	Page
Compton, Hon. Lewis, State commissioner of finance, Trenton, N. J	5543
Brophy, Hon. Joseph A., secretary of state, Trenton, N. J	5567
Burke, Martin F., personnel director, United Aircraft Corporation, Hartford, Conn	5603
Buttenbaum, Maj. Frederick D., post chaplain, Fort Dix, N. J	5727
Daly, Maj. John T., post judge advocate, Fort Dix, N. J	5725
Donato, Thomas, farm manager, Morristown, N. J	5781
Donoghue, Maj. Joseph C., post morale officer, Fort Dix, N. J	5721
Dowell, Col. Cassius M., commanding officer, Fort Dix, N. J	5714
Dunn, Lt. D. J., New Jersey State Police Department, Trenton, N. J	5654
Dyckman, Mary L., chairman, child labor committee, Consumers League of New Jersey, 596 Berkeley Avenue, Orange, N. J	5756
Ganser, Mayor Andrew F., Audubon, N. J	5748
Gardiner, Glenn, district representative, training-within-industry program, Office of Production Management, Newark, N. J	5549
Green, John, president, Industrial Union of Marine and Shipbuilding Workers of America, Camden, N. J	5738
Harding, Ernest, deputy commissioner, Department of Public Instruction, Trenton, N. J	5665
Holderman, Carl C., executive director, Labor's Non-Partisan League, Newark, N. J	5572
Jones, Mr. and Mrs. Wilbur, janitor, Western Electric Co., 76 Cameron St., Newark, N. J	5592
Krueger, C. George, deputy commissioner of labor, New Jersey, Trenton, N. J	5606
Miller, Hermon I., secretary, State land-use planning committee, Rutgers University, New Brunswick, N. J	5768
Lepper, H. J., administrative assistant, New Jersey State Employment Service, Trenton, N. J	5635
McCormack, John T., State director, employment division, Works Projects Administration, Trenton, N. J	5646
McDonald, Dr. William H., Department of Health, Trenton, N. J	5647
Parker, H. E., industrial relations manager, New York Shipbuilding Corp., Camden, N. J	5705
Parsonnet, Thomas, representing Mayor Vincent J. Murphy, Newark, N. J	5506
Post, A. R., manager, municipal service division, State Municipal Aid Administration, Trenton, N. J	5676
Potter, Dr. Ellen C., director of medicine, Department of Institutions and Agencies, Trenton, N. J	5655
Ratell, Earl, apprentice welder, 32 South Thirty-fourth Street, Camden, N. J	5565
Ratell, Mr. and Mrs. William, welder, 32 South Thirty-fourth Street, Camden, N. J	5561
Shaffer, Theodore L., vice president, Congoleum-Nairn, Inc., Kearny, N. J	5686
Simmons, Helena H., executive secretary, Consumers League of New Jersey, 902 Salem Avenue, Hillside, N. J	5756
Sloane, John E., vice chairman, New Jersey State Planning Board, Newark, N. J	5585
Sterner, E. Donald, State highway commissioner, Trenton, N. J	5695
Vaughn, Postelle A., senior interviewer, Pennsylvania State Employment Service, 253 North Broad Street, Philadelphia, Pa	5787
Vey, Arnold, traffic engineer, State Motor Vehicle Department, Trenton, N. J	5728
Walker, William, planker, Elco Boat Works, Blue Point, Long Island, N. Y	5683
Westbrook, Col. Lawrence, special assistant to the administrator, Federal Works Agency, Washington, D. C	5752

NATIONAL DEFENSE MIGRATION

FRIDAY, JUNE 27, 1941

House of Representatives,
Select Committee Investigating
National Defense Migration,
Washington, D. C.

MORNING SESSION

The committee met at 9:30 a. m. in the Post Office Building, Trenton, N. J., Hon. John H. Tolan (chairman) presiding.

Present were: Representatives John H. Tolan (chairman), of California; Laurence F. Arnold, of Illinois; Carl T. Curtis, of Nebraska; and Frank C. Osmers, Jr., of New Jersey.

Also present: Dr. Robert K. Lamb, staff director; John W. Abbott, chief field investigator; Jack B. Burke and Edward B. Garside, field investigators; and Ruth B. Abrams, field secretary.

The Chairman. The committee will please come to order.

I understand that Governor Edison is not able to be present this morning, but that Mr. Lewis Compton is here to represent the Governor.

TESTIMONY OF HON. LEWIS COMPTON, STATE COMMISSIONER OF FINANCE, TRENTON, N. J.

The Chairman. Mr. Compton, will you please give your full name for the purpose of the record and tell in what capacity you appear here?

Mr. Compton. Lewis Compton, State finance commissioner, representing the Honorable Charles Edison, Governor of New Jersey.

The Chairman. We appreciate very much your coming here, Mr. Compton. I know Governor Edison very well, and I should like to have you convey to him the very best wishes of this committee.

Mr. Compton. I shall be very happy indeed to do so. The Governor asked me to convey to you his personal regards, Mr. Tolan, and his official regrets that he cannot be here to welcome you, and to express to you his appreciation of the fact that your committee has come into New Jersey, where we do have a real problem on our hands in connection with the expansion of defense industries. In that connection I have a report that the Governor asked me to leave with the committee.

Some months ago the Governor appointed a committee to inquire into the problem of securing and maintaining industrial peace within the State of New Jersey. The report of that committee is in several sections. This section which I am now submitting to you happens to be the recommendation, or section No. 2, which deals with the problem of migratory labor in the State of New Jersey, and the Governor thought it might be of interest to you and your committee, as it shows pretty clearly what we are doing now and have done in trying to meet this problem.

The CHAIRMAN. Mr. Compton, we will be pleased to have that, and we will make it a part of the record if you will leave it with the reporter.

(The report referred to above is as follows:)

STATEMENT BY COMMITTEE APPOINTED BY GOV. CHARLES EDISON, OF NEW JERSEY

(Recommendation No. II, which follows, is one of 10 made to the Governor by a committee appointed by the Governor to make recommendations concerning "Peace in industry," in the State of New Jersey. The committee consisted of John P. Callaghan, president of the John P. Callaghan Co., Harrison, N. J.; Albert W. Hawkes, president of the Congoleum-Nairn, Inc., Kearny, N. J.; Carl Holderman, State chairman, Labor's Non-Partisan League, Newark, N. J.; Vincent Murphy, secretary, New Jersey State Federation of Labor and mayor of the city of Newark; and William L. Nunn, professor of economics, University of Newark, Newark, N. J.)

RECOMMENDATION NUMBER II

MARCH 17, 1941.

To: Hon. Charles Edison, Governor, State of New Jersey, Trenton, N. Y.

From: The members of the committee appointed by you to (1) inquire into the problem of securing and maintaining industrial peace within the State of New Jersey, especially in light of the demands now being made upon the State by the national-defense program, and (2) to make suitable recommendations to the Governor.

Subject: How may New Jersey secure an adequate supply of labor without, at the same time, attracting either to the State or to the industrial cities within the State, a surplus of unwanted labor?

An intelligent policy, designed to control the supply of local labor and to discourage a surplus number of transients and drifters from flocking to the State of New Jersey in the hope of securing employment, is not only possible, but is now in fairly successful operation.

I. AN ESTIMATE OF THE DEMAND FOR LABOR IN NEW JERSEY

The New Jersey State Employment Service, Division of the Unemployment Compensation Commission, makes several indispensable estimates of the total demand for labor in New Jersey, especially in the skills used by industries with national-defense contracts. The methods used embody the following:

1. *Contacts with employers.*—For a long time before the national-defense program began, the New Jersey State Employment Service served persons seeking work and employers seeking labor. The New Jersey State Employment Service continues to perform this function, which has been greatly speeded up as a result of the demands generally made by the national-defense program, and, specifically by the United States Department of Labor, the Social Security Board, and the Office of Production Management. For example, Mr. William S. Knudsen, on February 27, 1941, wrote to all companies engaged in national-defense contracts and urged them to make use of the assistance provided by the State-operated employment offices of the United States Employment Service in securing employees. The letter included the following: "The Office of Production Management expects you to make the maximum practicable use of the public employment service, to inform the local office of that service in advance of your labor requirements, and to refrain from engaging in recruitment efforts outside your locality."

At present, just as soon as a contract has been awarded a New Jersey concern for an article of national defense, a representative from one of the 35 offices of the State employment service calls on the company and offers to secure the employees which will be needed. At the time, the representative shows the employer an inventory of the type and kind of labor which is readily available.

2. *The short-range estimate: the "270 program."*—In addition to the above procedure of gathering data on the demand for labor, which can be described as a service function, the State employment service has begun what is called the 270 program. This program involves getting and tabulating periodic reports, at least monthly, from companies engaged in the national-defense program as to the number of persons employed and as to the number of persons who will be needed

in the immediate future. These tabulations are broken down by skills. This report shows the number of employees, by skills, who are to be released for employment.

3. *The long-range estimate.*—In addition to the 270 program, which may be called a short-range program, the State employment service also maintains a long-range estimate of the demand for labor. This is based on data secured from employers who have national-defense orders, and, when tabulated, shows anticipated overages and shortages by skills, salary ranges, peak-period employment, and the probable time of peak employment.

4. *Summary.*—To recapitulate, there exist in the State accurate monthly estimates of the demand for labor, especially in the industries most affected by the national-defense program. At present an educational, publicity, and promotional campaign is now under way to make this service of the State employment service even more effective than it has been in the past.

II. AN ESTIMATE OF THE SUPPLY OF LABOR IN THE STATE OF NEW JERSEY

The State employment service also has a constant inventory of persons who are unemployed and who are looking for work. The inventory originates in the 35 offices of the State employment service and is tabulated on a State-wide basis in Trenton. Since January 1938 approximately 500,000 persons in the State of New Jersey have registered and have been classified as to occupational skill. In addition, approximately 500,000 other workers were registered prior to January 1938. Of the total number of persons listed with the State employment service slightly over 200,000 of them are in the "active" files of the inventory. The inventory is made up in the following manner:

1. All unemployed persons in the State who seek employment may register for placement with any of the offices of the State employment service. At present a Nation-wide drive has begun to secure complete registration of all unemployed.

2. All persons who are unemployed and who are eligible for unemployment compensation must register for placement with the State employment service.

3. At the time of registration a nationally used uniform job classification is used to classify each skill. The result is that at any time the State employment service has on hand an inventory of idle labor in the State, broken down by types of skills, expressed in a uniform way. This inventory later on is merged into a regional one (New Jersey, Delaware, and Pennsylvania) and into a national one which is maintained in Washington.

The latter, incidentally, is a useful tool in awarding national-defense contracts.

III. HOW SHORTAGES OF LABOR IN NEW JERSEY ARE MET

From the knowledge secured from the estimate of the demand for, and the supply of, labor, intelligent planning is possible for meeting shortages and overages in various parts of the State and country. Two programs for doing this are now under day. These are:

1. *Shortages are met through intrastate and interstate clearances which are set up to avoid unnecessary migration.*—As already indicated, the State employment service has complete data on the supply of available labor in the State as well as on the anticipated demand for labor on the part of industry engaged in national-defense orders. If the employers seek labor from one of the 35 local offices of the State employment service, and if the labor is not obtainable in the locality where it is needed, the first attempt, by the State employment service, is made to secure the available labor from nearby localities, but in the same zone. The system of clearance, which is now functioning, is such that if the labor which is demanded cannot be found in the zone, an attempt is made to find it within the State. If, in the State, certain skills are not found, a clearance is then effected through the Philadelphia office of the United States Employment Service, which has jurisdiction over Pennsylvania, Delaware, and New Jersey. Failure to secure the type of skill required in the above States means that the request of a New Jersey industry results in a nation-wide search for the required skills.

This system of clearance, now in operation, is functioning to the satisfaction of most of the industries engaged in national-defense orders, as well as to responsible governmental agencies which have to do with various phases of the national-defense program. It is the orderly way of meeting an emergency.

However, there are disorderly and wasteful methods of doing the same thing. Individual recruitment, labor scouting, and Nation-wide advertising for employees are practices which have resulted in unnecessary migration of labor, high rates of labor turn-over, and disturbances of existing labor relations in localities throughout the country. To some extent they are present in New Jersey. The Office of Production Management has been most emphatic in condemning these practices and in urging all employers to utilize the facilities now maintained by the Federal and State governments. It is believed that still further attention should be called to the existing service maintained by the State employment service. Personnel managers and directors of industrial relations can be asked to cooperate with the officials of the State employment service. This is clearly one of the points that can be discussed at the proposed State-wide conference of several hundred leaders of industry and trade unions. Likewise the detailed methods by which this cooperation can be effectively secured and maintained can become a regular item on the agenda of the proposed monthly conferences of personnel managers and directors of industrial relations.

PRESS EXAGGERATIONS OF LABOR SHORTAGE

Consideration may also be given to the suggestion that the Governor seek cooperation from the New Jersey Press Association by calling attention to the general undesirability of exaggerated stories of labor shortages in the State. Such stories short circuit the work of the State employment service and hence cause undesirable and unnecessary movement of workers about the State.

2. *Shortages are also met by recognized training programs which have been approved by public agencies.*—Several agencies—Federal, State, and local—are now engaged in the process of training new applicants for jobs in the national-defense industries, as well as in the retraining for positions of greater responsibility of persons already employed. These programs are designed to meet actual and anticipated shortages of skilled men. The agencies involved in the training program include the New Jersey office of the Office of Production Management, which is interested in the actual job instruction of men within the plants of certain of the companies of the State which have national-defense orders. Such companies as Western Electric, Curtiss-Wright, Thomas A. Edison, and Otis Elevator are cooperating in this phase of the training program. Another agency which is active in the training program is the United States Office of Education, which has two representatives in the State, and under whose guidance a considerable number of brush-up courses are given by the several trade and technical schools and colleges. Both the Work Projects Administration and the National Youth Administration have educational courses and training programs which are directly or indirectly concerned with the national-defense program. The New Jersey State Department of Education is directing another large section of this training program, as are the vocational and other schools throughout the State.

Obviously, these training programs, supported as they are by different agencies of Government with different funds, cannot be centralized, but they should be coordinated. The entire training program can be made to fit the needs of New Jersey industry for trained men, as these needs are reported by the New Jersey Employment Service. Already essential steps have been taken to secure this coordination by the New Jersey office of the Office of Production Management.

Your committee is of the opinion that, as a matter of principle, no new committee or Government agency should come into existence unless it is absolutely essential and will not duplicate work already being done. One way of avoiding this potential danger of too many agencies and committees is for the Federal officials to delegate authority to State committees and agencies, if they are already in existence, and for the State officials to delegate authority to Federal committees and agencies, if they are already in existence. Accordingly your committee recommends that the New Jersey office of the Federal Office of Production Management be delegated by the State of New Jersey with the task of coordinating all the programs within the State and adapting them to the needs of employers as revealed by the State employment service.

It is the suggestion of the committee that the Governor call a meeting of the 12 or 15 people who have charge of the various aspects of the training programs in the State, for the purpose of discussing the methods for coordination as proposed by the Office of Production Management. At this meeting the Governor may delegate, if he approves, the proper State authority to the Federal agency in question.

3. *The question of certain unauthorized training schools which purport to train employees for national-defense jobs.*—The point should be made, perhaps here, that the present national-defense period has led to the development of a consid-

erable number of trade and other schools, operated for private profit, which are advertising and offering training in a wide variety of skills needed in national-defense industries. Some of these schools and some of this training are obviously very necessary and very desirable. Indeed, several agencies of the Federal Government, including the United States Army, are sending men, including soldiers, to be trained in these schools, some of them in New Jersey. There are other of these schools, however, of the fly-by-night variety, which are clearly capitalizing on the demands for skills in connection with the national-defense program. Certain of these schools are advertising in a manner which cannot be accepted as being in the best interest either of the national-defense program or of sound public policy. The committee is of the opinion that the activities of some of these trade schools should be subjected to investigation by the recognized agencies of the State government, including the State board of education and the office of the attorney general. Again, the point should be made that not all of these schools, by any means, are to be criticized or condemned. The activities of a few such schools have produced the above comment from your committee.

The committee unanimously agrees on the above recommendation.

William L. Nunn,
(For the committee).

TESTIMONY OF LEWIS COMPTON—Resumed

The Chairman. For your information, Mr. Compton, this committee has been in existence for over a year, having been created in April of 1940. At that time its investigation had to do with the interstate migration of destitute citizens.

In undertaking that investigation we went to New York, Illinois, Alabama, Nebraska, Oklahoma, and California, and we learned from the witnesses—Governors, mayors, sociologists, economists, and other witnesses, including the migrants themselves—that they all thought this was a national problem, this migration of people from State to State.

Last year we made our report to Congress, together with certain recommendations. Congress saw fit to continue this committee for the seventy-seventh session, on account of the important migration of defense workers, which is the problem now before us.

We selected San Diego, Calif.; Hartford, Conn.; Trenton, N. J.; and Baltimore, Md., as the places to hold our first series of hearings because they are the "hottest spots," so to speak, in the United States, so far as defense migration is concerned.

We have concluded our hearings in San Diego and in Hartford. After these in Trenton, next week we shall go to Baltimore, and then back to Washington. Within a few weeks we shall make a preliminary report to Congress as to the conditions we shall have found in these defense centers.

Various problems, many of them of a serious nature, have been brought to our attention in the hearings held thus far. I think the figures at San Diego showed that nearly 100,000 people have migrated into that city by reason of defense activities. As a result, the city has a housing problem and a health problem, and more police and fire protection and other services are needed, all on account of this migration.

I expect, Mr. Compton, to find that the problems of New Jersey are in many respects comparable with those of other industrial sections. Now, I wonder if you have anything to say concerning the situation here, and in regard to what New Jersey is doing in the way of coping with these new developments.

HOUSING, TRAFFIC PROBLEMS AGGRAVATED

Mr. Compton. Well, we do have all the problems that arise by reason of heavy migration of labor.

The needs of the defense industries have added tremendously to our housing and traffic difficulties and to our requirements of schools, hospitals, welfare facilities, and that sort of thing.

We are trying to meet the situation as best we can. Some low-cost housing developments in the State that were going on prior to the defense program have helped us now and some of the defense housing projects are located here; but the need has not been met fully as yet.

In the welfare problem and the traffic problem and matters of that kind, our cities are trying to do the best they can with the resources they have, but they will probably need some help.

The Chairman. According to the testimony we received at San Diego and Hartford, it is quite impossible for the cities and communities alone, even with the aid of their respective States, to handle the increased financial responsibilities incurred through this new migration.

Do you have any State organization that is attempting to handle the situation?

Mr. Compton. We have a State defense council, but it has concerned itself more with the influx of people into the State's military establishments, rather than to industrial establishments. In that respect we are mobilizing community effort to take care of the welfare work in places like Camp Dix and Lakehurst.

At Lakehurst we have a housing development, which is a part of the Navy housing program, with which you are familiar, no doubt; and they are trying to look after all such needs. But none of that work attacks the problems caused by the industrial situation. It is mostly military.

We have had a great deal of expansion at Camp Dix, at Fort Monmouth, at Sandy Hook, and at the other Army and Navy Establishments throughout the State, and the job of handling it is well organized, and is functioning and getting splendid support from the communities.

There will be other witnesses here who can give you more details concerning the educational problem, the traffic problem, and other phases of the situation, as well as housing, and I want to assure you, sir, that the State departments, under the direction of the Governor, stand ready to give your committee the fullest possible cooperation, and to supply any information you may need, either at the hearing today or subsequently. If there is any information you desire, just let us know and we will get it for you.

The Chairman. One phase of this committee's work is to report back to Congress just what the problems of these defense communities are. We are primarily a fact-finding body, and we neither desire nor intend to "show up" any community. We just want the facts.

Mr. Compton. I appreciate that, Mr. Tolan.

The Chairman. Dr. Lamb, do you have any questions?

"270 PROGRAM" OF EMPLOYMENT SERVICE

Dr. Lamb. Mr. Compton, I notice in the report which you have presented for the record, a reference to the so-called "270 program." This, I take it, is a program of the State employment service?

Mr. Compton. Yes. The State employment service has functioned very well, and is doing the best it can to induce industry to use its facilities, so as to make unnecessary any ill-advised advertising for labor, and to avoid bringing people into the State from a distance. It is felt by the service that labor needs can be supplied locally.

Dr. Lamb. That is a matter of inventorying the available skills?

Mr. Compton. That is right.

Dr. Lamb. And I take it that the tabulations based on reports made in industry—these monthly reports from companies engaged in the national defense program—are summarized and sent to the United States Employment Service?

Mr. Compton. Yes. There is a very close liaison between the State agency and the Federal office. The State gathers the information from the communities and transmits it in condensed form to Washington.

Dr. Lamb. Then, if this committee wants to get at that material, it probably can do so through the United States Employment Service?

Mr. Compton. Yes, sir; and I am sure the Commissioner of Labor here in the State of New Jersey also will be happy to give you any information of a detailed character he has available, if that will help you any.

Dr. Lamb. Thank you very much.

The Chairman. Thank you, Mr. Compton, and if anything occurs to you during the course of these hearings, today or tomorrow, which the State of New Jersey or the Governor would like to have incorporated in our record, we will hold the record open so that may be done.

Mr. Compton. Thank you very much.

TESTIMONY OF GLENN GARDINER, NEW JERSEY DISTRICT REPRESENTATIVE, TRAINING-WITHIN-INDUSTRY PROGRAM, OFFICE OF PRODUCTION MANAGEMENT, NEWARK, N. J.

The Chairman. Mr. Gardiner is our next witness.

Mr. Gardiner, will you please give your full name and address to the reporter?

Mr. Gardiner. Glenn Gardiner.

The Chairman. And in what capacity do you appear here?

Mr. Gardiner. District representative, Training-Within-Industry Division, Office of Production Management.

The Chairman. Congressman Arnold will ask you the questions.

Mr. Arnold. You have a paper to submit?

Mr. Gardiner. Yes.

Mr. Arnold. We will not ask you to read the paper but we will make it a part of the record.

(The paper referred to above is as follows:)

STATEMENT BY GLENN GARDINER, NEW JERSEY DISTRICT REPRESENTATIVE, TRAINING-WITHIN-INDUSTRY DIVISION, OFFICE OF PRODUCTION MANAGEMENT

The State of New Jersey has been designated 1 of the 22 districts in the United States set up for the purpose of administering the functions of the Training-Within-Industry Division of the Office of Production Management. The State of New Jersey includes one of the most active defense production areas in the United States. The district has the widest diversification of products made for national defense of any State and is second only to New York State in total volume of defense contracts.

There is obvious need for a considerable supply of skilled workmen to man the production establishments devoted to national-defense work. At the present time the State employment service bureau estimates that there are 310,000 people employed in defense conract work in New Jersey and that defense work represents approximately one-half of the total manufacturing activity of the State.

The New Jersey district organization of the Training-Within-Industry Division of the Office of Production Management consists of a district representative, an assistant district representative, an advisory committee of two industrialists and 2 representatives of labor and a panel of training consultants composed of 35 of the leading industrial training executives of New Jersey industries.

The chief function of this entire organization is to assist defense industries in setting up programs within the companies that a sufficient number of skilled workmen may be developed to meet defense production schedules.

Members of the consulting panel survey the activities and needs of individual defense companies and make recommendations as to steps which such companies should take in order to improve the efficacy of their training activities. At the same time, it is the function of this organization to bring to the attention of defense industries the availability of such public facilites as may provide further training assistance, such as the State employment service, the vocational schools, the National Youth Administration training program, and the assistance which may be given by the W. P. A.

STAFF OF OFFICE OF PRODUCTION MANAGEMENT TRAINEES

By far the most important service which this organization is prepared to give to defense industries is a new program whereby a staff of Office of Production Management trainers has been developed and made available to go into defense companies and actually train in their places of business those members of the company's organization—including foremen, assistant foremen, and supervisors—who have responsibility for teaching jobs to new workers and new jobs to old workers.

This particular set-up is an innovation in the New Jersey district, which is the first among the 22 districts of the United States to embark upon such a program. In setting up this program we have drawn into active cooperation and participation the facilities of the New Jersey State Department of Vocational Education and the extension division of Rutgers University. Our panel members have formulated a short, intensive training course which can be given to foremen and others in defense companies in five 2-hour sessions. Attached is an outline of this Office of Production Management job instruction training course.

Already this course is being actively installed in a number of defense industries. We estimate that there are approximately 30,000 supervisors, foremen, and others in the defense companies of New Jersey who should have this specific training. We are now organized to be able to provide this training to all of these people by the end of this year.

Office of Production Management trainers who are to do the actual training work in the defense industries are either men borrowed on part-time basis from companies of the State or instructors employed in the State vocational education organization. At the present we have available 64 men for this work, and the number can be expanded quickly to 200 or 300 if necessary.

We are convinced that this practical program, directed specifically as it is to the very "cutting edge of the tool," will do more to accelerate the assimilation and training of the thousands of new workers in defense industries and the upgrading of other thousands to more skilled occupations than anything else that might be done.

In all of our work with defense industries we have had the utmost of cooperation. We have had occasion to call upon more than 50 companies to seek approval for the part-time use of some executive of the company in the carrying out of our program, and in no instance have we had a rejection to our appeal. This is one of the best evidences of the willingness of industrial concerns to inconvenience themselves in order to help promote the defense program.

EXHIBIT A.—OFFICE OF PRODUCTION MANAGEMENT JOB INSTRUCTOR TRAINING PLAN

PURPOSE

To give those with responsibility for instructing workers a short, intensive, and practical training in the most effective way to teach a worker a new job or a new skill.

TIME REQUIRED

Training condensed into five 2-hour sessions, scheduled to fit shifts and convenience of participants.

OUTLINE OF TRAINING

In session 1 the four basic steps of effective instruction will be presented, demonstrated, and emphasized. These steps are as follows:

Step 1, preparation (of the learner).—Instructor puts learner at ease. Questions learner to determine his background, experience, and knowledge, to discover where to begin to instruct. Arouses interest in learner in new job or skill to be taught. Gets learner in receptive attitude of mind.

Step 2, presentation.—Presents to learner actual operations to be performed on job and what worker must know in order to perform properly. Actual presentation of new knowledge and duties. Most effective ways to present operations and related knowledge.

Step 3, performance try-out.—Has learner perform new job under observation of instructor. Tests learner's grasp of related knowledge. Corrects errors in performance. Reinstructs on points not thoroughly mastered in presentation step. Answers questions. Makes sure learner knows details of job.

Step 4, follow-up.—Includes extra close supervision during early hours or days after learner is "turned loose" on new job. Close check to be sure learner is following instructions. Continues until worker is able to proceed with normal supervision.

Sessions *2*, *3*, *4*, and *5* are devoted to actual practice and drill in instructing. In these practice sessions members of the group bring in actual jobs which they themselves have to teach, and put on instructing demonstrations, teaching the job to another member of the group. Each such instructing demonstration is followed by a period of constructive criticism by the Office of Production Management trainer and members. Throughout drill sessions repeated emphasis is placed upon the four basic steps of instruction. Added knacks and instructing devices are presented. Members "learn to do by doing."

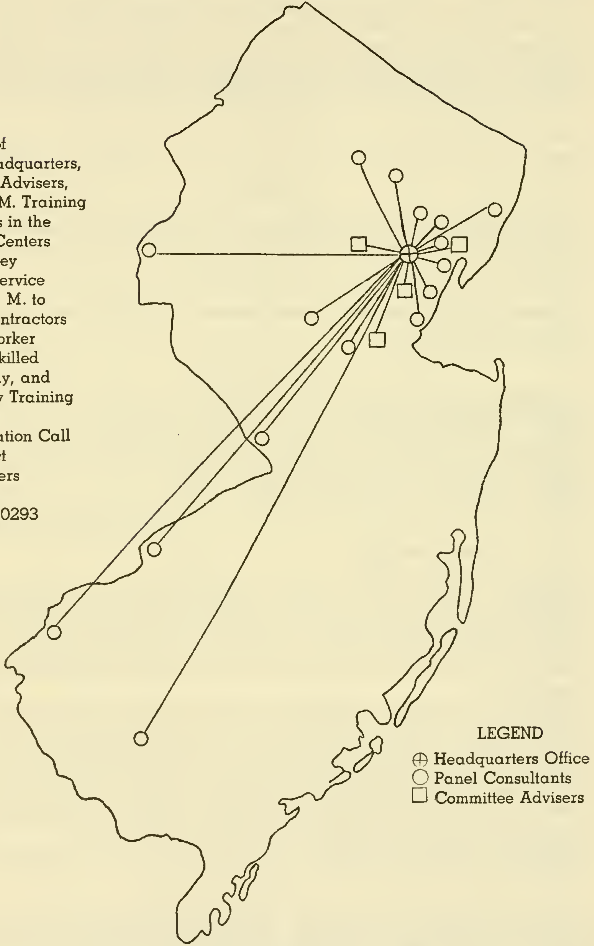
All sessions are practical working sessions with ample opportunity for members to form good instructing habits.

RESULTS

No supervisor, foreman, assistant foreman, group leader, or lead man who is drilled and coached in this intensive training can help but step up his effectiveness as a job instructor. These principles will apply wherever instruction is required, whether it be in training a new worker, or up-grading present employees for higher skilled jobs. Workers will be better trained in less time when these practical and experience-tested principles of good instruction are applied.

DEFENSE DISTRICT OF NEW JERSEY

Locations of
District Headquarters,
Committee Advisers,
And O. P. M. Training
Consultants in the
Industrial Centers
of New Jersey
Providing service
of the OLP. M. to
Defense Contractors
on their Worker
Training, skilled
labor supply, and
Supervisory Training
Problems.
For Information Call
N. J. District
Headquarters
in Newark
Mitchell 2-0293



LEGEND
⊕ Headquarters Office
○ Panel Consultants
☐ Committee Advisers

OFFICE OF PRODUCTION MANAGEMENT
TRAINING WITHIN INDUSTRY DIVISION
Glenn Gardiner, N. J. District Director

EXHIBIT B.—ORGANIZATION

OFFICE OF PRODUCTION MANAGEMENT
WASHINGTON
TRAINING WITHIN INDUSTRY
C. R. DOOLEY, National Director

DISTRICT OF NEW JERSEY

GLENN GARDINER, District Director
ARTHUR MYER, Assistant District Director

ADVISORY COMMITTEE

INDUSTRY

TOM JONES, President, American Type Founders, Inc.

GEORGE STRINGFELLOW, Vice President, Thomas A. Edison, Inc.

LABOR

CARL L. GYLLING, International Association of Machinists, A. F. of L.

PETER J. FLYNN, International Union of Mine, Mill, and Smelter Workers of America, C. I. O.

PANEL OF TRAINING CONSULTANTS

Miles G. Beishline
Owens-Illinois Glass Co., Bridgeton

Jackson A. Cochran
Aluminum Co. of America, Edgewater

Lawrence E. Cole
U. S. Metals Refining Co., Carteret

Clifton Cox
Johnson & Johnson, New Brunswick

A. T. Garrett
Western Electric Co., Kearny

Donald M. Heider
E. I. duPont de Nemours & Co., Arlington

William C. Hipple
Westinghouse Electric & Manufacturing Co., Trenton

James H. Love
Federal Shipbuilding & Dry Dock, Kearny

Frank C. McVaugh
E. I. duPont de Nemours & Co., Penns Grove

Ralph L. Mason
Standard Oil Co. of New Jersey, Elizabeth

Elmer C. Morse
RCA Manufacturing Co., Camden

William R. Mullee
American Hard Rubber Co., Butler

Frank Nickau
United States Department of Labor, P. O., Newark

William C. Nissen
Hyatt Bearings Division, General Motors Corporation, Harrison

A. H. Oak
Bakelite Corporation, Bound Brook

Richard C. Oberdahn
Calco Chemical Co., Bound Brook

Robert E. O'Donovan
Congoleum-Nairn, Inc., Kearny

Howard J. Pardee
Wallace & Tiernan Co., Belleville

Harrison E. Parker
New York Shipbuilding Corporation, Camden

Daniel Ross
John A. Roebling's Sons Co., Trenton

Bartley Whiteside
Wright Aeronautical Corporation, Paterson

EXHIBIT C.—SAMPLE CIRCULAR TO EMPLOYERS

HOW THE TRAINING DIVISION OF THE OFFICE OF PRODUCTION MANAGEMENT CAN HELP YOU TO DEVELOP AN ADEQUATE FORCE OF SKILLED LABOR

1. Upon request to the District of New Jersey Headquarters, 605 Broad Street, Newark (Mitchell 2–0293), a survey of training needs will be made by members of the consulting panel of training executives, all of whom are actively directing training work in their own companies and whose part-time services are made available by their companies.

2. On the basin of a careful survey of your skilled labor needs and training requirements, recommendations and suggestions will be made as to the most effective and practical way to set up a training program expeditiously.

3. The Training Division of the Office of Production Management through its New Jersey district headquarters serves as a clearing house of information on training methods and training facilities for the defense industries of New Jersey and is in a position to bring to focus on any one company's training problem the best available information to be gleaned, not only from defense industries throughout the State of New Jersey, but throughout the entire country.

4. Suggestions will be made for the training of new men and new jobs, for upgrading training of present employees for more skilled jobs, for training supervisors, and for training men for special technical assignments.

HOW YOU CAN GET THIS TRAINING SERVICE

1. Telephone or write to Glenn Gardiner, District Director of the Training-Within-Industry Division of the Office of Production Management, at 605 Broad Street, Newark, N. J. (Mitchell 2–0293).

2. An appointment will be made to discuss your training needs.

3. This Office of Production Management service is without cost to defense production companies and any recommendations made are effered by practical men actively engaged in directing similar training activities in their own industries.

TESTIMONY OF GLENN GARDINER—Resumed

Mr. Arnold. Perhaps you would want to summarize briefly the contents of your statement?

Mr. Gardiner. Well, I think the statement itself is probably as good a summation as I could make. There is very little that I can add to that summary, Mr. Congressman.

TRAINING FOR THOSE WHO WILL TRAIN OTHERS

Mr. Arnold. Your efforts have gone primarily into training those who will train others in the plants, such as foremen?

Mr. Gardiner. That is one of the objectives of the work we are doing. It is probably on a much broader scale than that.

As a State-wide activity, we are charged with the responsibility of facilitating in any way possible the training of workers by defense industries, and it is in that capacity we are organized to give consulting help to defense companies which have training problems.

I will file information for the record which will give you an idea of the set-up of the Training-Within-Industry Division of the O. P. M. in the State of New Jersey and the personnel identified with it.

At the present time our chief emphasis, I might say, is in an attempt to assist industry specifically in developing the abilities of foremen and supervisors and all those responsible for the direct instruction of new workers on new jobs and of present workers on new jobs or in higher skills.

30,000 IN SUPERVISORY JOBS

We estimate that some 30,000 people in defense industries in New Jersey are in supervisory capacity, in which they have responsibility for actually instructing people on the job.

Mr. Arnold. Where did they come from?

Mr. Gardiner. They are in industry. They are the supervisors or the foremen, the assistant foremen, and others in industry now.

Whatever training actually occurs in industry, 90 to 95 percent of it has to be done by these people. There just is no other way to do it, because you can't reproduce outside the plant the conditions under which they have to work, the equipment and materials and the operations. They must be trained right where the work is being done, and by the people who will supervise that work.

We are now setting out specifically to help train these particular people, to teach them how to instruct workers. There is just as much difference between the right way and the wrong way of teaching a man a job as there is between doing any other job the right and wrong way; and we believe that by raising the ability of these people to instruct workers we can cut down very materially the training time. And time is the thing we are fighting against.

Mr. ARNOLD. And your office has found that this method has proved effective?

Mr. GARDINER. After several months of operating by going in the plants and surveying them, following which we make recommendations, we found that universally this was the problem.

Consequently we said: "Let us concentrate on that phase of the thing and devote all of our effort where the most emphasis needs to be placed." Therefore we have set up, with the cooperation of the State department of vocational education and the extension division of Rutgers University, an organization to give that sort of training.

COMPANIES' REACTION TO TRAINING PLAN

We are just getting under way, and our effectiveness remains to be proved. However, within the last 3 or 4 days the several companies to which we proposed our plan have apparently reacted to it very well. We have, right now, lined up 7 or 8 companies, and there are about 400 to start training right away, and some of them are being trained this week. We can expand that activity very rapidly. We have had wonderful cooperation from the industries in lending us people who can work part time to do that job.

Mr. ARNOLD. Could you tell the committee how many trainees within industry itself there are at the present time in the State of New Jersey?

Mr. GARDINER. I think that that is impossible to state, but I can say that, according to the best estimates of the New Jersey State employment service, there are some 310,000 people engaged in defense industry in the State. Now, what proportion of those are in the training status is impossible to say. We know that many will be trained for higher skills and others will have to be brought in from the bottom to expand the whole labor force.

Mr. ARNOLD. Do you find that the employers in New Jersey are aware of the imperative need for rapid training of large numbers of people?

Mr. GARDINER. No; I don't believe that universally they are. Some of them are. It depends on their own particular status with reference to defense contracts. Some of them have had contracts, but haven't contracts to follow them up with, so it is a very difficult managerial decision to make, as to how far to expand toward a future need which they cannot forecast.

Mr. ARNOLD. And you say you find them receptive to the plan?

Mr. GARDINER. Very much so. They want to cooperate if they know how. The trouble is, most of them so far haven't found out just exactly how they are going to serve.

NO PREFERENCE, FARM OR CITY

Mr. **Arnold.** Can you tell us whether employers prefer rural young people or city men?

Mr. **Gardiner.** I don't believe that there is any preference. I haven't had any evidence that there is.

Mr. **Arnold.** Is there any shortage of desirable training material within the State of New Jersey?

Mr. **Gardiner.** So far no shortage of desirable training material has developed to an acute stage. From the best estimates of the employment service, however, it is likely to become acute within a few months.

The State employment service estimates that the number of young people coming out of schools and intending to go into industry this month will just about match the training capacity of the vocational schools for the next couple of months.

It is very apparent to employers that the quality of people available is far below that of a few months ago, and that is going to be more in evidence, I am sure, as time goes on.

Mr. **Arnold.** Has there been any recruiting outside the State for trainees?

Mr. **Gardiner.** Well, not particularly for trainees, I believe. There has been some recruiting by individual companies looking for skilled workers outside the State.

NATIONAL YOUTH ADMINISTRATION PREPARING FOR TRAINING

Mr. **Arnold.** Is the National Youth Administration engaged in a training program in this State?

Mr. **Gardiner.** They are getting set up to do some training work now. Their work has not been very extensive so far, although I understand they are now about to set up a program. I understand they have an appropriation in sight to do a more extensive training job.

Mr. **Arnold.** Have any of their people gone into defense industries?

Mr. **Gardiner.** Yes. As a matter of fact, many of their people go out before their training is completed. Many are recruited and taken away in the midst of their program. I think they will have a great problem before long in finding enough people eligible for their training program.

Mr. **Arnold.** Do you find that employers are eager to get these N. Y. A. people?

Mr. **Gardiner.** No. There is no evidence of that.

Mr. **Arnold.** And what about the W. P. A. training program?

FROM WORK PROJECTS ADMINISTRATION INTO DEFENSE

Mr. **Gardiner.** The W. P. A. has no training program, to my knowledge. It has an arrangement whereby it can pay people for a period of a month after they go into private employment, during their training period in private industry, to help absorb the training cost and to encourage W. P. A. workers to go into private industry.

Mr. **Arnold.** And those people are being absorbed to some extent in private industry?

Mr. **Gardiner.** Yes, sir.

Mr. Arnold. And seem to do the work satisfactorily—seem to get along all right?

Mr. Gardiner. In the State of New Jersey over 40,000 people were on W. P. A. Those people have been classified by the W. P. A. people as to which ones might be suitable for defense work. They have set up what they call their "defense registry," on which there are between two and three thousand people who the W. P. A. says are suitable for defense work.

We were called upon by headquarters of O. P. M. to interview a sample group of those people recently, to ascertain whether, from the point of view of the employer, they were suitable. We found on that sample interview in the State that at least 86 percent of those people were not suitable for employment and a very low percentage of them would be considered employable by industry. In our judgment, the eligibles represent, out of the whole 40,000, only two or three thousand people, so that that source cannot be counted on for any great supply.

Mr. Arnold. That is all, Mr. Chairman.

AGE RANGE OF TRAINEES

The Chairman. Mr. Gardiner, what is the age range of the trainees?

Mr. Gardiner. Well, trainees, of course, can begin anywhere from 17 to 60. The range is just as wide as the range of age of the people engaged in industry, so far as the training within the industry is concerned.

Now, the outside training agencies through the vocational schools have probably more specific age limits.

The Chairman. Do you observe any race discrimination?

Mr. Gardiner. Of course, that isn't a problem that our particular division is concerned with. We have nothing to do with the recruiting of labor. I know, from things that we run into, that there is considerable concern about that problem.

The Chairman. And I suppose you have read in the press that the President has expressed that concern himself?

Mr. Gardiner. Yes, sir. It is a part of our function and duty and obligation to assist in every way possible, to be helpful in the training-program problems as they are involved in connection with any group, but race discrimination isn't primarily a problem of our division.

The Chairman. I understood you to say, Mr. Gardiner, there are about 310.000 defense workers in New Jersey?

Mr. Gardiner. That is right.

The Chairman. What proportion of those people have come from outside the State?

Mr. Gardiner. I have no idea.

The Chairman. I suppose they have come from every State of the Union?

MANY MIGRANTS FROM PENNSYLVANIA

Mr. Gardiner. Well, I suppose the largest State group of immigrants are from Pennsylvania. There is a considerable number of people coming from the Pennsylvania coal fields into the State, seeking work here.

The CHAIRMAN. What is the reason for that? Are the mines closing down?

Mr. GARDINER. I don't know about that; but in talking yesterday or day before yesterday with people in the employment service, I heard them say they were having lots of people coming from that district, and it is noticeable on the highways—the number of Pennsylvania license plates.

The CHAIRMAN. The testimony at Hartford also indicated that they were tapping Pennsylvania more than any other State.

Mr. GARDINER. Of course, Pennsylvania has been doing some recruiting in this State, too. They have been taking some skilled classifications. They are shifting back and forth. That is a thing that none of us knows how to analyze. The State empoyment service doesn't have the figures, and they are the people who would be most likely to know that.

The CHAIRMAN. Dr. Lamb.

SKILLED WORKERS IN NON-DEFENSE SHUTDOWNS

Dr. LAMB. Have you encountered the problem of diversion of skilled persons from industries which have been shut down for lack of materials?

Mr. GARDINER. There has been no strong trend as yet. But that is very definitely coming to the front. I know of specific companies in which it was said:

"Unless we can get employment for our people within a certain period of time, we are going to run out of work, and if we can't give them full-time work those people will certainly go to other places."

Some of those companies are engaged entirely in production for civilian needs, and if they can't get a good deal of overtime work they lose out to defense industries, which are nearly all working overtime hours.

Dr. LAMB. Will not the training-within-industry program meet this problem? Will it not have to deal with it head-on, if there is a diversion of activity from consumer to defense industries?

Mr. GARDINER. That is right; and there will be that diversion. The whole set-up is designed to create that diversion, as a matter of fact.

Dr. LAMB. So you will have to do a good deal of retraining of people of limited skill whom you can use but who need to be redirected?

Mr. GARDINER. That is right.

Dr. LAMB. Two members of the committee went yesterday to the Federal Shipbuilding Corporation and I think they were very much impressed with the set-up there for upgrading, a process with which they have been confronted in a very large measure. They spoke about training courses within the plant.

Mr. GARDINER. That is right.

Dr. LAMB. When you were speaking earlier then, about your set-up for teaching the foremen how to instruct trainees, you meant that Rutgers was simply the headquarters for the work, did you not, and that the active teaching of that supervisory personnel also would be done at the plants?

ALL TRAINING INSIDE PLANT

Mr. **Gardiner.** That will all be done right within the plant, and for the most part during working hours. It will be short, intensive training, and the training will be given as it has been formulated by our own people, on our own panel, here in the State. Rutgers and the State department of vocational education are in a sense delivering a package which we asked them to deliver, and we are helping them to recruit the people, whom we are designating as O. P. M. trainers, to deliver that package.

Dr. **Lamb.** And they are borrowed, in many instances, from companies?

Mr. **Gardiner.** Yes; and that work can and is being done without cost to the defense industries, because it is going through the colleges and the vocational schools which have an appropriation under the engineering defense training work and under the vocational school appropriations through the United States Office of Education.

Dr. **Lamb.** So it is a part of the United States Office of Education set-up?

Mr. **Gardiner.** It is. In other words, we are using that as a vehicle to put this program through, and under that set-up it is done without any cost to the defense industries.

Dr. **Lamb.** If this program goes forward, and at the same time the situation gets increasingly tight, will the vocational school program outside of industry tend to dry up?

Mr. **Gardiner.** They will have an increasingly difficult time to get people for training, and as the tempo steps up—as it certainly will and it already has—the tendency will be for industry to grab every person capable of working, directly, without taking the time to channel him through any outside agency. This latter procedure is all right as far as it goes, and it is an excellent thing to help develop some conditioning for work in skilled occupations. But the real job has to be done "on the job"; it can't be done anywhere else, and any outside educational training activities are really fringe activities, and are not going to make or break our own program, or affect it one way or the other.

In other words, it is helpful chiefly as a basis for selection, rather than for training. They give real service, as a sieve, and they weed out people who may not have aptitude for these jobs, so that among those who do go into industry, industry has excellent material to work with. But industry still has to train the new people for the work they will do.

UPGRADING IN SHIPYARDS

Dr. **Lamb.** The Federal Shipbuilding people indicated they had an expansion, in their destroyer and cruiser work, of six-fold in the numbers needed to handle the job. Does that not mean a tremendous amount of upgrading and a tremendous degree of subdivision of the job, in order to use the less-skilled worker?

Mr. **Gardiner.** Yes.

Dr. **Lamb.** And then to train him?

Mr. **Gardiner.** To develop production specialists.

Dr. **Lamb.** To develop more skill, and also a continuous shoving in of new material at the bottom?

Mr. **Gardiner.** That is right.

Dr. **Lamb.** You put at 310,000 the present number of defense workers in New Jersey. Is there any way of estimating the expansion from here out?

181,000 NEEDED FOR "ALL-OUT" OPERATION

Mr. **Gardiner.** Well, the State employment service—and I assume they are probably appearing here and might give these figures—have recently been called upon to estimate how many people would be required to expand New Jersey's defense industries on the all-out, 24-hour, 7-day-a-week basis, and their estimate is that it would require the addition of 181,000 people to the 310,000 now working.

Dr. **Lamb.** By any certain date?

Mr. **Gardiner.** No.

Dr. **Lamb.** Simply on the all-out basis?

Mr. **Gardiner.** Yes.

Dr. **Lamb.** In the present defense industries and their present production capacities?

Mr. **Gardiner.** Yes, sir. We shall have to step it up by 181,000 new people, or an increase of 58 percent of the present force.

Now that is a hypothetical goal, in a sense. It is mechanically impossible to put the entire industry on a 24-hour, 7-day-a-week basis, because no plant is in balance in its production facilities; that is, there are bottlenecks within the individual plants. It may be possible to operate on a three-shift basis or on a two-shift basis, but you would never get the entire industry on a balanced basis of working 24 hours a day, 7 days a week. If you did, you would have to be on very standardized production, and with the changes that are coming all the time, and the equipment that you have to make through changes in methods of warfare and so forth, you can't stay put long enough to put industry on a standardized basis and in perfect balance. You could never get on that basis, although it is entirely within physical possibility and probability that at least a half of that expansion is to be expected. It will have to be done if we are to carry through.

Dr. **Lamb.** Is there any indication where those additional thousands of workers will come from?

EXPECT TO EMPLOY WOMEN

Mr. **Gardiner.** I think a great many would have to come from without the State—probably from the metropolitan New York area, where a considerable number of people would be available. Also, a very substantial number of the new workers would have to come through the introduction of women into industry.

Just as in the last war, there are now a great many occupations which women can take over and are taking over. We have some industries now in which women are doing machine-shop work, light assembly work.

I think undoubtedly a very large number of women will have to be introduced to carry through the program.

Dr. **Lamb.** There will also continue to be shifts from nondefense to defense industries?

Mr. GARDINER. That is right.

Dr. LAMB. Which will draw in an additional force of already available people?

Mr. GARDINER. That is right. The State employment service estimates that today approximately one-half of the manufacturing employment of the State is devoted to defense work, which is a pretty high proportion. Of course, this State got started much earlier than many sections of the country, with a tremendous volume of contracts right at the beginning.

Dr. LAMB. That is all, Mr. Chairman.

Mr. GARDINER. I think, if it is of interest, I would submit here an outline of the training, which I mentioned before.

The CHAIRMAN. We will be pleased to have it as a part of the record. And thank you very much, Mr. Gardiner.

(The material referred to above was made a part of the record and appears in this volume as Exhibit A, appended to Mr. Gardiner's statement, p. 5551.)

The CHAIRMAN. Our next witnesses will be Mr. and Mrs. William Ratell.

TESTIMONY OF MR. AND MRS. WILLIAM E. RATELL AND EARL RATELL, CAMDEN, N. J.

The CHAIRMAN. Your name is William Ratell?

Mr. RATELL. Yes, sir.

The CHAIRMAN. And where do you live?

Mr. RATELL. Savage, Mont.; right now we are living at 32 South Thirty-fourth Street in Camden, N. J.

The CHAIRMAN. Where were you born?

Mr. RATELL. Hartford, Conn.

The CHAIRMAN. And when did you move to Montana?

Mr. RATELL. About 12 years ago.

The CHAIRMAN. What did you do there?

Mr. RATELL. Welding.

The CHAIRMAN. Where in Montana did you work?

Mr. RATELL. I worked for the United States engineers.

The CHAIRMAN. At Fort Peek Reservation?

Mr. RATELL. Yes, sir.

The CHAIRMAN. Where did you go first, when you left Montana?

Mr. RATELL. St. Paul, Minn.

The CHAIRMAN. When?

Mr. RATELL. On December 28, 1939.

The CHAIRMAN. How long did you work in St. Paul?

Mr. RATELL. Eleven months.

The CHAIRMAN. What did you do there?

Mr. RATELL. I was welding at the American Hoist & Derrick.

The CHAIRMAN. Why did you leave St. Paul?

Mr. RATELL. I heard there was a demand for welders at the shipyard here, and I figured I could use my experience better here than on the job I had.

The CHAIRMAN. What were you making at St. Paul?

Mr. RATELL. Eighty-six cents an hour.

The CHAIRMAN. How long have you been married?

Mr. RATELL. Six years.

The Chairman. Did you live in a house there in St. Paul or in an apartment?

Mr. Ratell. An apartment.

The Chairman. What did you pay for the apartment?

Mr. Ratell. Paid $25 a month.

The Chairman. Was it a pretty good apartment?

Mr. Ratell. Yes, sir; it was.

The Chairman. Now, you said you heard there was shipbuilding work in Camden?

Mr. Ratell. Yes, sir.

The Chairman. How did you hear about it?

Mr. Ratell. I know four or five welders working over at the Government navy yard in Philadelphia.

The Chairman. And they wrote to you about it?

Mr. Ratell. Yes, sir; they did.

The Chairman. Did you bring your family with you when you came?

Mr. Ratell. I did.

The Chairman. This is your wife with you?

Mr. Ratell. Yes, sir.

The Chairman. What is her name?

Mr. Ratell. Mildred.

The Chairman. And this is your baby?

Mr. Ratell. This is the oldest girl.

The Chairman. How old is she?

Mr. Ratell. She is 4.

The Chairman. You have another baby?

Mr. Ratell. Yes, sir.

The Chairman. How old?

Mr. Ratell. Just a year.

The Chairman. How did you come here—by automobile?

Mr. Ratell. Yes, sir.

The Chairman. You drove?

Mr. Ratell. Yes, sir.

The Chairman. And where did you first live when you came here?

Mr. Ratell. Well, we know some folks here, and we stayed with them until we found an apartment. We were 4 days finding an apartment.

The Chairman. You are talking about Camden now, aren't you?

Mr. Ratell. Yes, sir.

The Chairman. And you were 4 days finding an apartment?

Mr. Ratell. Yes, sir.

The Chairman. When you finally found it, what did you pay for it?

Mr. Ratell. $8 a week.

The Chairman. What kind of apartment was it?

Mr. Ratell. Well, wasn't very much. Only had two rooms. That was all we could find.

The Chairman. What were they? Sleeping rooms?

Mr. Ratell. Sleeping rooms; yes, sir.

The Chairman. Did you have a kitchen?

Mr. Ratell. Yes, sir; we had a little kitchen.

The Chairman. What about a bath?

Mr. Ratell. Well, we had a bath, but in this building there were four families using the same bathtub and same toilet.

The CHAIRMAN. Were they large families?

Mr. RATELL. No, they weren't; about four in each family.

The CHAIRMAN. And you paid $8 a week?

Mr. RATELL. Yes, sir.

The CHAIRMAN. And that is the very best you could do?

Mr. RATELL. It was at that time.

The CHAIRMAN. Was that in an old house or a new house?

Mr. RATELL. It was an old house.

The CHAIRMAN. Did you find anything else about that house that you didn't like?

Mr. RATELL. We sure did! Cockroaches.

The CHAIRMAN. Well, how were they?

Mr. RATELL. Well, they were awfully thick.

The CHAIRMAN. Pretty good size?

Mr. RATELL. They sure were.

Mr. OSMERS. Were they fast?

Mr. RATELL. Faster than lightning.

The CHAIRMAN. What did you do about them?

Mr. RATELL. I asked the landlord if he wouldn't get something to get rid of them, and he told me to go down to the drug store and get some powders myself and do it.

The CHAIRMAN. How long did you live in that place?

Mr. RATELL. About 6 or 7 weeks. The milkman told us of another apartment, so we went and applied for it and moved in.

The CHAIRMAN. Are you a legal resident of Montana?

Mr. RATELL. Yes, sir; I am.

The CHAIRMAN. You still claim that as your residence?

Mr. RATELL. I do.

The CHAIRMAN. How much are you making here now?

Mr. RATELL. I am averaging $70 a week.

The CHAIRMAN. What kind of place are you living in now?

Mr. RATELL. It is a nice place, but awfully small.

The CHAIRMAN. How many rooms?

Mr. RATELL. We have one bedroom and a parlor and kitchen, is all we have, and the bathroom. The people downstairs, they use it, too.

The CHAIRMAN. Is it an apartment?

Mr. RATELL. Yes, sir; it has only one entrance to it.

The CHAIRMAN. And what are you paying for it?

Mr. RATELL. Paying $25 a month.

The CHAIRMAN. And you are more or less cramped, are you, in these new quarters?

Mr. RATELL. Sure are.

The CHAIRMAN. Is there a shortage of houses in Camden?

Mr. RATELL. Yes, sir; there sure is.

The CHAIRMAN. Do you hear much complaint among your fellow workers about their inability to get houses or apartments?

Mr. RATELL. Yes, sir.

The CHAIRMAN. What about the children? Do they have any place to play?

Mr. RATELL. Well, there is a little yard in the back of the house, but the people downstairs have a dog, and the dog is vicious, so we don't let the children down there. We asked them to get rid of the dog and they refused to do it.

The CHAIRMAN. What about cockroaches? Do you have cockroaches now?

Mr. RATELL. No, sir.

The CHAIRMAN. You got away from them, did you?

Mr. RATELL. Yes, sir; we sure did.

The CHAIRMAN. Will you tell us something about your work? You are known as a skilled worker, aren't you?

Mr. RATELL. Yes, sir.

The CHAIRMAN. How many hours do you work?

Mr. RATELL. Eight hours a day.

The CHAIRMAN. Day shift or night shift?

Mr. RATELL. I am working on the midnight shift, from midnight until 8 in the morning.

The CHAIRMAN. Then you sleep during the day?

Mr. RATELL. Yes, sir.

The CHAIRMAN. What about sleeping in the daytime in the house you have there?

Mr. RATELL. Well, it is awfully hot, and I don't get much sleep. The people downstairs, when they come home in the evening, when it is cool and I have a chance to get some sleep, they have the radio turned on, and I don't get much sleep with that thing going. We have looked all over for a house, and we went to the real-estate agents. They won't rent you a house. They want to sell you one. I don't feel I should buy a house.

The CHAIRMAN. Do you run into any difficulties in renting a house on account of your having children?

Mr. RATELL. Yes, sir; I do. When I mention children they don't want to talk to me any more.

The CHAIRMAN. That is a strange idea people have—that unwillingness to rent to families with children—but it is spreading all over the United States, isn't it?

Mr. RATELL. Sure is.

The CHAIRMAN. It used to be an honor to have a large family, but it seems to be a handicap now, doesn't it?

Mr. RATELL. Yes, sir; it does.

The CHAIRMAN. We run into that all the time in our investigation. You wouldn't trade your two children for all the shipyards in the country, would you?

Mr. RATELL. No; I sure wouldn't.

The CHAIRMAN. Now, have you noticed any change in your weekly budget—that is, have you noticed prices going up?

Mr. RATELL. I have noticed it in the last 6 weeks. Groceries have gone up, and meat has gone up. I notice that clothing and furniture has gone up.

The CHAIRMAN. Will the wages you are receiving make it possible for you to save something?

Mr. RATELL. Yes, sir; I sure will.

The CHAIRMAN. Are you doing it?

Mr. RATELL. I am.

Mr. ARNOLD. While you are on that subject, Mr. Chairman, may I ask Mr. Ratell: Do you know if other workmen feel they should save something? Do you talk with them about that?

Mr. RATELL. Well, they are saving something; not saving much, they tell me.

Mr. Arnold. But there is a tendency on the part of the workmen to want to save?

Mr. Ratell. Yes, sir; there is.

Mr. Arnold. They realize, perhaps, that this won't last forever, and when it is over it might not be easy to retain their jobs?

Mr. Ratell. That is right.

Mr. Arnold. And they want to have something laid up?

Mr. Ratell. Yes, sir; they sure do.

The Chairman. Mr. Ratell, that is something the committee is deeply interested in—not only where these people come from but what lies ahead for them. The people of the United States are worried about what is going to happen after this is over. Here in Camden, when this thing is over, there will be thousands and thousands of workers let out. The only safeguard against that day is just what you are doing now—that is, saving your money. That will be a real cushion for workers like you. If they all were to have a few hundred dollars when their defense jobs are finished, it would take care of them until they could get back on their feet. That seems to be the real solution, after all is said and done, and I wish the men working in industry would realize that and save all they can. We have had testimony showing that in some places the workmen were voluntarily asking the company to hold out so much money a week of their wages. That is not the way you are saving yours, is it?

Mr. Ratell. No, sir; but I think that is a good idea.

The Chairman. You are putting yours in the bank?

Mr. Ratell. Yes, sir.

The Chairman. Is your brother here?

Mr. Ratell. Yes, sir; he is.

TESTIMONY OF EARL RATELL, CAMDEN, N. J.

The Chairman. Earl Ratell, will you come forward?

Your name is Earl Ratell and you are a brother of William Ratell?

Mr. Earl Ratell. Yes, sir.

The Chairman. You are not married?

Mr. Ratell. No, sir.

The Chairman. Where are you living now?

Mr. Ratell. With my brother in Camden, at 32 South Thirty-fourth Street.

The Chairman. And how old are you?

Mr. Ratell. Twenty-three.

The Chairman. And where did you come from?

Mr. Ratell. Springfield, Mass.

The Chairman. And when did you come from there?

Mr. Ratell. About May 1.

The Chairman. What are you doing now?

Mr. Ratell. Right now I am going to school, studying welding.

The Chairman. Where?

Mr. Ratell. Crescent Welding School at Camden.

The Chairman. How are you maintaining yourself?

Mr. Ratell. Right now my brother is taking care of me.

The Chairman. How long is your school course?

Mr. Ratell. Well, I am just about completed. I hope to go down next Monday to take a test as tacker at the New York Ship.

The CHAIRMAN. How long have you been studying?

Mr. RATELL. Just about 2 months.

The CHAIRMAN. You don't receive any pay during that time, do you?

Mr. RATELL. No, sir.

The CHAIRMAN. You have to pass an examination at the New York Shipbuilding Co.?

Mr. RATELL. Yes, sir.

The CHAIRMAN. What is a tacker?

Mr. WILLIAM RATELL. Maybe I better explain that.

The CHAIRMAN [to William Ratell]. He hasn't been graduated yet?

Mr. WILLIAM RATELL. No, sir; he has not. He hasn't worked around a ship, so he doesn't understand the conception of one. The shipfitter sets a plate at a bulkhead, or a frame in place, and the tacker comes along and puts about an inch weld to hold it in place, and the welder comes along and welds it up. That is the duty of a tacker.

The CHAIRMAN. Dr. Lamb.

Dr. LAMB [to William Ratell]. Mr. Ratell, you have been teaching your brother a good deal of what you know, haven't you?

Mr. WILLIAM RATELL. Yes, sir.

Dr. LAMB. And paying for the equipment with which he has been working; is that correct?

Mr. WILLIAM RATELL. Yes, sir.

Dr. LAMB. So that actually you have been giving him more schooling than he has been getting any other way?

Mr. WILLIAM RATELL. Yes, sir; he will get more schooling by me being his instructor than he would at a welding school because they don't seem—they don't seem to be really interested in how much knowledge their students gain. It seems to me, from what experience I have had with welding schools, they are more out for the money than for what knowledge they give out.

Dr. LAMB. Mr. Gardiner,[1] who was on the stand a moment ago, said that the training-within-industry is the most effective kind of training. He said, in effect, that that is the way to learn because you have a great variety of work to do and you have to do it continuously.

Mr. WILLIAM RATELL. Yes, sir; that is right.

Dr. LAMB. That is all.

The CHAIRMAN. Mrs. Ratell, how do you like Camden?

Mrs. RATELL. I don't like it.

The CHAIRMAN. Where were you born?

Mrs. RATELL. Born in South Dakota. My home is in Montana.

The CHAIRMAN. Whereabouts?

Mrs. RATELL. In the eastern part of Montana—Savage, Mont.

The CHAIRMAN. Do you like it in Montana?

Mrs. RATELL. Yes, sir.

The CHAIRMAN. Better than you do here?

Mrs. RATELL. Yes, sir.

The CHAIRMAN. Why?

Mrs. RATELL. Oh, I don't know. In the first place there is more room out there. Here you haven't enough room. It is too crowded.

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[1] Glenn Gardiner, district representative, Training-Within-Industry Division of the Office of Production Management.

The CHAIRMAN. You are definitely not very well pleased with housing conditions here, is that the idea?

Mrs. RATELL. So far I haven't been pleased with them at all.

The CHAIRMAN. Well, thank you very much.

Our next witness is Mr. Brophy.

TESTIMONY OF JOSEPH A. BROPHY, SECRETARY OF STATE, TRENTON, N. J.

The CHAIRMAN. Mr. Brophy, Congressman Osmers of New Jersey will interrogate you.

Mr. OSMERS. Mr. Brophy, will you state your name and official title for the record, please?

Mr. BROPHY. Yes, sir; Joseph A. Brophy. I am here in the capacity of Governor's liaison between Trenton and Washington on defense housing.

Mr. OSMERS. You have recently been sworn in as Secretary of State for New Jersey?

Mr. BROPHY. Just yesterday; yes, sir.

Mr. OSMERS. Let me extend my congratulations to you, Mr. Brophy.

Mr. BROPHY. Thank you.

Mr. OSMERS. I have read your statement submitted to the committee.

(The statement referred to above is as follows:)

STATEMENT BY JOSEPH A. BROPHY, SECRETARY OF STATE, TRENTON, N. J., JUNE 24, 1941

About April 1, 1941, at the request of the Honorable Charles Edison, Governor of New Jersey, I accepted an assignment to act as liaison between the Governor's office and the Honorable John M. Carmody, Administrator of the Federal Works Agency in Washington, D. C., in the matter of the proposed defense-housing program in New Jersey. This was prompted by the protests which Governor Edison received from Mayor Edward Biertuempel, of Union Township, other officials and citizens of that township, after announcement had been made by the Federal Works Agency that a 700-unit housing project would be constructed there.

The Governor communicated with Mr. Carmody, setting forth the objections, whereupon it was decided to look for another site. Federal officials with a committee representing the Kearny shipyard workers, who were to be housed in this project, then selected a site in Clark Township. Officials of the township were consulted and apparently agreed to cooperate with the Federal Works Agency in the plan to construct the housing development.

The Clark Township Taxpayers' Protective Association then started an investigation to determine what effect the project would have upon the taxpayers of the township. While verbal assurances were given by the Federal Works Agency officials that the Government would provide schools, sewers, and other municipal services without additional tax burdens to the present residents of Clark, the association was not convinced and a movement was started to change the form of government in retaliation to the local officials who had expressed themselves in favor of the program. A referendum in May decided in favor of commission form of government to replace the township committee, and a special election tonight, June 24, will be held to elect the commissioners.

Summing up the situation as I see it, defense housing in Union County, N. J., and, as I understand the same problems have arisen in other parts of this State, is that where large-scale projects have been proposed in small communities, the taxpayers become alarmed, fearing additional tax burdens accruing from services which will be needed. Unfortunately there is no Federal legislation at the present time to provide these services, and until the Lanham Act is passed, it will be difficult to overcome the obstacles that have and, in my opinion, will continue to impede the much-needed defense-housing program in New Jersey.

TESTIMONY OF JOSEPH A. BROPHY—Resumed

Mr. OSMERS. I should like to hear you sum up your statement for us, with particular reference to the defense-housing situation.

Mr. BROPHY. Briefly, I can sum that up by saying that about April 1, when complaints began coming into the Governor's office in regard to a proposed housing project in Union, N. J., the Governor asked me if I would handle the matter. He was very busy. So I investigated it from the standpoint of the objections and made several trips to Washington. I found that, in connection with a defense-housing project in New Jersey, proposed by the Federal Works Agency, a committee of workers in the Kearny Shipbuilding & Dry Dock Co. stated they were anxious to get out of the industrial area where, of course, there was a shortage of adequate housing, and so it was decided to find a site in the country.

Union is about, I would say, 12 miles away from Kearny. The objections that came in from the township officials and the citizens were based on the fact that the Federal Works Agency was not in a position to tell them definitely that it would assume the additional burden of providing necessary facilities—schools, sewers, and other services.

Mr. OSMERS. I wonder if you would tell us approximately the size of Union Township?

Mr. BROPHY. Union is a township now of 25,000 people, approximately.

Mr. OSMERS. And approximately how many housing units were contemplated?

700 HOUSING UNITS PROPOSED

Mr. BROPHY. It was proposed to have 700 units. The Governor gave careful consideration to the protest of the Union Township officials, and after the Federal Works Agency had reconsidered the situation they decided to look around and find another location nearby. They selected Clark Township, which again, I would say, is about 15 miles from the Kearny shipyard.

Mr. OSMERS. And how large a community is Clark Township?

Mr. BROPHY. Clark Township is a community of only 2,000 people.

Mr. OSMERS. And the same 700 units were in contemplation?

Mr. BROPHY. Yes, sir; and that brings us up to a very serious situation.

Mr. OSMERS. Would it be safe to say—just making an approximation, Mr. Brophy—that the erection of 700 units in Clark Township would substantially equal the present town?

Mr. BROPHY. Just about, Congressman. The mayor and other township officials in Clark felt it might be a good thing and were willing to cooperate. However, some of the citizens and a group known as the Taxpayers Association of Clark Township organized and protested to the Governor and to the Federal authorities asking the same question: Whether the Federal Works Agency was in a position to assume the additional burdens. And, of course, cries went up because some of the people saw what is commonly known as a ghost town arising out of this contemplated project.

I mention both these cases because I think—and this is only my opinion—that it was not the proper approach for defense housing in New Jersey.

Another case is arising now in Rockaway, where, we understand, there is a proposed project. And they have had some difficulty, also, down in Audubon, Camden County, N. J.

APPLICATION OF LANHAM ACT

Mr. OSMERS. You mention in your statement the Lanham Act; which act is it to which you refer? Is that H. R. 4545?

Mr. BROPHY. I can't recall the number, but it is known as the Lanham Act or appropriation.[1] There was an additional appropriation asked, just to provide for these facilities that I mentioned. I think that has been reported out of the Senate but hasn't been passed as yet.

Mr. OSMERS. There is a bill known as H. R. 4545 which, day before yesterday, was on the President's desk for signature. Now, that act carries a $150,000,000 appropriation.

Mr. BROPHY. That is the act.

Mr. OSMERS. To assist or take care of emergency situations that have arisen.

Mr. BROPHY. That is it.

Mr. OSMERS. Frankly, I don't feel, Mr. Brophy, that it is contemplated under that act to take care of the normal needs that would arise from the construction of Government housing projects, although there isn't anything in the act that would prevent it being so used. As I understand it, it will be used as emergency money where a community gets into a jam and has to have some help to provide such necessary services. Take a place like San Diego, Calif. I think San Diego has asked for $21,000,000 out of the $150,000,000. I don't know whether they will get it or not.

I wonder whether you would care to express your opinion on the size of that appropriation—$150,000,000—as against the magnitude of the problems it is supposed to take care of. Do you think that $150,000 000 will be enough for the whole United States?

Mr. BROPHY. Well, I wouldn't be in position even to express an opinion on that, because the defense program is a tremendous national project, and of course my study has all been in New Jersey. I realize that if the Lanham Act did provide enough money for these facilities, that would, in a great measure, be the answer to the problem. However, if the Federal Works Agency continues to come into small communities—and I cite this particular case of Clark Township—there are going to be serious delays and opposition, notwithstanding the Lanham Act.

CHOICE OF COMMUNITIES FOR PROJECTS

Mr. OSMERS. Would you say, Mr. Brophy, that Federal Housing projects should go into large communities, where the new housing will not be such a large proportion of the entire community? Let us say we went into the city of Newark and put in 700 units. Newark would never know they were there, so far as new facilities were concerned. But in a small town, where would you find school facilities, sewers, and streets, and everything else along with it? I question, as you do, the wisdom of going into small communities and throwing them out of gear. It would create the possibility of a ghost town if you went into a community such as, let us say, Rockaway, up in Morris County. The work stops at the arsenal located there, you very likely would have a ghost town.

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[1] H. R. 4545 (now Public Law 137) is known as the Lanham Act, "To provide for the acquisition and equipment of public works made necessary by the defense program," as amended and approved June 28, 1941 (the day following the hearing recorded above). For complete text of the act, see San Diego hearings, p. 5007.

Mr. Brophy. I want to correct that. It is not my own opinion that they would be turned into ghost towns. I am only saying that that is one of the objections coming in.

Mr. Osmers. And we can understand why they would be. Now, have you made any study at all of rent increases in northern New Jersey?

Mr. Brophy. There have been rent increases. I haven't made a study of it, but it is generally known that rents have been going up and will continue to go up. However, an investigation has been started by the Governor, and a committee is now studying that phase of the problem. The committee will make some recommendations as to how it is going to be controlled.

Mr. Osmers. You feel that the situation will probably have some public attention?

Mr. Brophy. Yes.

Mr. Osmers. That is, some control over rent increase?

Mr. Brophy. That is right.

GOVERNMENT PAYMENTS FOR SERVICES

Mr. Osmers. Now, on any of these defense-housing projects in New Jersey, has the Federal Government agreed to pay for any new services that will be needed?

Mr. Brophy. I am glad you asked that question because this is what has happened: Mr. Carmody—the Honorable John M. Carmody, who is Administrator of the Federal Works Agency—and other officials of the Department have come in and have emphatically told the officials and the people of the various communities that the Federal Works Agency or some Federal source would provide all the needed facilities. But the officials of these small towns and the people insist, "Will you put that in writing. in plain words?" And that hasn't been done. The answer given is, "Just as soon as this Lanham appropriation is approved the moneys will be made available."

Mr. Osmers. Well, I think it is very unreasonable on the part of the Federal Government to expect the officials of a small community to accept a verbal assurance about money which they are not yet certain of getting, and I think it is a very dangerous precedent to establish. If I guess the situation correctly, I would say that there will be two of three billion dollars in applications against the $150,000,000 that has been appropriated, and it is very likely that these communities will not receive what they expect.

Do you have any other observations you want to make on the situation, Mr. Brophy?

URGES STATE FEDERAL WORKS AGENCY OFFICE

Mr. Brophy. Just this: I think that the Federal Works Agency should—and again I say this is only my opinion—have a State office, so that there will be some close contact between these communities and the Washington authorities. It shouldn't be necessary for citizens and officials to have to go to Washington on this matter.

The Chairman. You recommend a sort of clearing house?

Mr. Brophy. That is right.

Mr. Osmers. Mr. Brophy, do you anticipate that we are going to need a lot of new housing units in New Jersey as a result of the defense program?

Mr. Brophy. Yes, sir; I do, definitely.

Mr. Osmers. Whether they are built privately or otherwise?

Mr. Brophy. Yes. Unfortunately, private capital hasn't had any incentive to build the defense houses.

Mr. Osmers. In the low-rent field?

Mr. Brophy. Yes; that is right.

Mr. Osmers. Now, why will we need these new housing units?

Mr. Brophy. Because our population is increasing—because people are coming in from outside the State. When we speak of industry today, we have a shift in the population of nearly every industrial city. Houses have been vacated because they are run down and not fit to live in. They are substandard. There must be some replacement. Since private capital doesn't find it profitable to go into this replacement, the Government will have to do it. I do believe that there is a definite place for the Government in this housing picture.

Mr. Osmers. We have found all through our experiences of last year—and I believe I am correct in this, Mr. Chairman—that throughout the entire United States, when you get down into the low-rent housing sections, in congested areas of cities where high taxes obtain, private capital apparently cannot show a return on its investment. So, whether we believe in it as a principle or not, it develops upon the Federal Government to step into that field. As a practical matter, if private capital can't do it, somebody has to do it.

CITIES STILL HAVING STRUGGLE

Mr. Brophy. But in any event I think this is important; I think the Federal Government should realize that municipalities, or most of them, are still having a struggle, and that they should be reimbursed for any facilities provided. I don't think the United States Housing Administration or the Federal Works Agency should expect the municipalities to carry too much of the burden.

Mr. Osmers. I know there has been considerable resistance in my own county of Bergen to any of this defense housing because of the very same fears that you have related to the committee as expressed by various municipal officials.

I was interested in visiting the Federal Shipbuilding & Dry Dock Co. yesterday in Kearny. They have been mentioned here in your testimony. I was interested in going over their figures to find that hardly anyone, as I recall it, had moved into the State of New Jersey to get a job with the Federal Shipbuilding & Dry Dock Co.; that they were employing men who resided within the community—within the area of the shipyard. That was why I raised the broad question before:

"Do you think we will need new housing, and if so, who will use it?"

Now I know that the contrary is true in most other places.

In the Bendix plant in Bergen we have had, I would say, a majority of workers in that plant who have come in from outside the State of New Jersey because of the particular skills that were required.

That is all I have, Mr. Chairman.

The CHAIRMAN. Mr. Brophy, as you know, we recently held hearings in San Diego. That city has received about 100,000 people in recent months, which has practically doubled its population. They have a problem of providing sewerage and schools and hospitals and fire protection and police protection and many other services. It is just impossible for the State or the community to handle those problems financially with that additional population coming in all at one time.

One hundred and fifty million dollars is appropriated by Congress in the so-called Lanham Act. That amount will soon be gone. The President yesterday, in his special message to Congress, recommended some $300,000,000 more. Did you know that?

Mr. BROPHY. No; I did not know that. I am glad to hear it.

The CHAIRMAN. That amount is expected to build about 75,000 houses. Congressman Osmers asked you the question about private capital building these houses. Private capital is a little loathe to do it. Of course there is a question of permanency there. In other words, if the private companies build 500 homes, and they are occupied for 6 months and then vacant, the builders could not afford to stand that loss. That is the handicap private building suffers when it approaches the problem.

Thank you very much, Mr. Brophy.

The committee will take a 5-minute recess.

(Whereupon the recess was taken.)

The CHAIRMAN. The committee will please come to order.

Mr. Holderman will be our next witness.

TESTIMONY OF CARL C. HOLDERMAN, EXECUTIVE DIRECTOR, LABOR'S NON-PARTISAN LEAGUE OF NEW JERSEY

The CHAIRMAN. Congressman Osmers will interrogate you, Mr. Holderman.

Mr. OSMERS. Mr. Holderman, will you give your name and position for the record?

Mr. HOLDERMAN. Carl Holderman, executive director of Labor's Non-Partisan League.

Mr. OSMERS. I have glanced through your paper, Mr. Holderman, it will be made a part of the record.

(The paper referred to above is as follows:)

STATEMENT BY CARL C. HOLDERMAN, EXECUTIVE DIRECTOR, LABOR'S NONPARTISAN LEAGUE OF NEW JERSEY

BRIEF ON NEED FOR HOUSING IN NEW JERSEY

1. NEW INDUSTRIES AND EXPANSION OF PLANTS AND MILLS

Because of its exceptional industrial facilities, it has been natural that New Jersey should be a focal point of the national-defense production program. Industry found New Jersey superior as a location because of its fine harbors and ports, extensive railroad network, most modern highway system. These necessary auxiliaries to industrial activity, some natural and some man-made, have made this State a center of manufacture of many of those products which are today so vital to the Nation. The list of these products would be almost endless, but especially important are: A great shipbuilding industry, airplane and plane parts, automobile and parts plants, electrical and radio equipment, a major textile area of highly varied nature, great steel and rubber plants, and so on.

It was logical that the Nation in its need should turn to this major industrial State. The urgencies of the program have brought enlargement of existing plants in such brief time that when examined objectively is little short of amazing. Also, because of the superb transport facilities, which make the receiving of raw materials and the shipping of finished products more efficient than any other area in the country, new factories and branches of industrial organization have unhesitatingly chosen New Jersey as their location. New Jersey was highest of all States in value of defense material produced in May 1941.

2. INDUSTRIAL EXPANSION AND MANPOWER

That the exceptional industrial growth of New Jersey can only be accomplished with increased manpower is obvious. An incomplete list shows this at once. The following indicates what has happened:

(*a*) Bendix Instrument (aviation): New plant at Bendix, 3,000 new employees in 2 years.

(*b*) Curtiss-Wright Co.: New propeller plant at Caldwell, 3,000 new employees.

(*c*) Passaic-Clifton textile plants, 3,000 to 4,000 new employees.

(*d*) Wright Aeronautical Corporation, Paterson, increase from 3,000 to 15,000 employees.

(*e*) Federal shipyards, Kearny, increase from 3,000 to approximately 15,000.

(*f*) Naval base and drydocks under construction, Bayonne; anticipate 20,000 employees when construction facilities completed.

3. MANPOWER AND RESIDENCE PROBLEMS

When a plant increases its number of employees by several thousands, it rarely obtains this manpower in its own community. With the exception of a very few industries which were in a very depressed state, new and expanded industrial units are attracting workers from great distances.

Assuming an average of only 4 persons to a family, it can be readily seen that many communities are having an unprecedented increase in population and demand for housing. In fact, even the largest communities have been unable to meet the need.

If there had previously been a great quantity of vacancies, a mild and gradual adjustment would have taken place. But there never has been in any of the larger cities and towns any real surplus of decent housing. An examination of the figures presented in the supplement proves this beyond doubt.

Many cities have been attempting for many years to cope with social problems arising from the housing problem. Slums and overcrowding have brought conditions of delinquency, fire hazards, disease, crime, and improper balance of budget expenditure. This point needs no elaboration to anyone familiar with studies made by various Government agencies.

Certain effects of the population shift must be commented upon:

(*a*) *Higher rentals.*—Working of the law of supply and demand has brought a great increase in rentals for whatever housing is available. It is not uncommon to find sudden rental increases of from $5 to $10 per month in the cities. These increases are usually not accompanied by any services, such as repairs or improvements, which bodes ill for the future condition of housing in New Jersey.

(*b*) *Homes at a distance from work.*—Because of impossibility of obtaining residence, or in search of lower rents, many workers are living at great distances from their place of employment. A trip of 10 miles to and from work on buses is common. Workers with cars are traveling as much as 120 miles round trip daily.

(*c*) *Morale and health.*—Workers employed recently at the Piccatiny Arsenal and Hercules Powder Works at Dover are renting cottages at lake resorts all through the district. These are intended for summer use only. At present many are expecting to make these cottages permanent homes. A real health hazard may result for families of workers who live in winter in housing intended only for summer use. Certainly facilities will be exceedingly primitive and limited.

In other places an enormous burden will be placed on services of towns and villages. Authorities must now face school, traffic, and other problems, frequently with little financial preparation.

Taxpayers, employees of nondefense industries, families passing through hardships can hardly be blamed for grumbling when affected by events and developments as described. Solutions must be found if civilian morale is to be maintained at a high level.

4. PROPOSALS

(*a*) *Continuation and expansion of slum elimination and defense housing.*—Disease, crime, and fire hazards are a blot on any civilization at any time. The attack on their sources is particularly pertinent, when we are joined in a program of making democracy work.

(*b*) *Housing programs.*—Low-cost housing construction has been among the most wise and intelligent activities of our socially minded administration. Great as the need was before, it is essential now, especially in the areas of defense-production activity. Efficiency of the workers, avoidance of major traffic problems, maintenance of civilian morale, cooperation of National Government with small communities to relieve their unexpected and unprecedented burdens, provision for those removed from slums to decent homes within their means—all these call for a great national low-cost housing movement in which New Jersey will share in line with the concentration and intensification here.

(*c*) Until a great construction program reduces rent profiteering through economic action, we call for legislation to freeze rentals at a decent level.

(*d*) An immediate construction program of 5,000 housing units for defense workers is vitally needed in the north Jersey industrial area. This would only partially relieve the evils of overcrowding that are becoming more aggravated daily.

5. CONCLUSION

The American workers want to work for democracy. They want to produce for the defeat of evil. But every incident of rent profiteering will bring a reaction. No human being desires to carry the entire burden alone. Unfairly high rents, income reduced through excessive transport costs will cause unrest and continuing wage demands.

Workers and citizens will be disciplined and cooperative in ratio to the intelligence and vigor with which these problems are attacked.

SUPPLEMENTS

1. In 1933 the State housing authority was charged by the legislature with the responsibility of investigating housing conditions throughout the State and determining areas of slums and substandard dwellings. A total of 856,562 dwelling units in 486,058 structures were enumerated in 214 municipalities. When completed, in 1934, the survey revealed that only 17.3 percent of these structures were good, that 57.4 percent needed minor repairs, that 21.5 percent needed major repairs, and that 3.8 percent were unfit for use.

The survey further revealed that 77,775 out of 796,077 dwelling units, or 8.9 percent, were vacant. This was offset, however, by the fact that extra families numbering 45,179 were found sharing dwelling units with the usual occupants. This, according to the survey, resulted in overcrowded conditions in 14.1 percent of all dwelling units.

2. In 1934 the real property inventory taken in Paterson by the State housing authority enumerated 3,330 vacant dwelling units, or 8.4 percent of the city total

of 39,557 dwelling units. However, 1,476 extra families were found doubled up in single dwelling units, so that the total number of dwelling units exceeded the total number of families by 1,854, or 4.3 percent. This was less than the normal 5 percent needed to allow for necessary movements and for vacancies which are unsuited by size, rent, or location to the requirement of prospective tenants.

In addition, 3,672 dwelling units in Paterson were in structures classified as unfit for use, and 21,751 were in structures that needed major repairs; 2,715 had no private indoor water closet; 8,311 had no bath; 12,442 had only cold running water; and 18,703, 47 percent, were heated only by coal stoves, which is a dangerous condition in a congested city where 35 percent of the dwelling units are in multifamily structures, and 90 percent of the structures are of frame construction.

It is generally conceded that these poor housing conditions were the decisive factor in the excessively high juvenile delinquency, crime, disease, and death rates. The maintenance of slum areas is exceedingly expensive. A slum section is a financial liability to the municipality and a constant drain on the taxpayer.

3. A study made by the New Jersey State Housing Authority of a blighted area of nine blocks in Atlantic City showed expenses totaling $153,372 paid out of taxes. The tax income from this area was found to be $17,070. The annual operating loss to the municipality was $136,301.

Elizabeth disclosed a similar situation. In an area of only four blocks, the total expenses paid out of taxes were $71,689, while the total tax income from the same area was $14,545. The annual operating loss for this section was $57,143. In another blighted area in the same city, total expenses were $149,050. The total tax income was $32,771, and the operating loss was $116,282. Total costs for operating the slum areas in both cities included expenses for probationary service, emergency relief, police court, fire department, hospital service, etc.

4. *Comparison of residential vacancies in Newark in 1934 and 1939*

A. RESIDENTIAL VACANCY IN NEWARK

	1934	October 1939
Total dwelling units	114, 228	114, 107
Vacant dwelling units	12, 613	3, 396
Vacancy percentage	11	3

B. VACANT DWELLING UNITS BY TYPE OF STRUCTURE

	Number of dwelling units	
	1934	October 1939
Type of structure:		
Single family	494	293
2 family	1, 634	446
Multifamily	9, 635	2, 425
Other: Including flats over stores	850	232
Total	12, 613	3, 396

C. VACANT DWELLING UNITS BY SIZE

Number of rooms:		
1 room	32	21
2 rooms	534	248
3 rooms	2, 588	771
4 rooms	3, 695	884
5 rooms	3, 540	757
6 rooms	1, 529	425
7 or more rooms	695	257
No report	------------	33
Total	12, 613	3, 396

4. *Comparison of residential vacancies in Newark in 1934 and 1939—Continued*

VACANCY, BY SIZE OF UNITS 1939

	Number	Number vacant	Percent vacant
Total rental units	89, 226	3,396	3.8.
Total units	114, 238	3,396	−2.9.

5. *Absorption of vacancy, by rental groups and by sizes of units, 1934 and 1939*

Rental	Vacant				Absorbed	Percent absorbed
	1934		1939			
	Number	Percent	Number	Percent		
Under $10	209	20. 1	54	5. 2	155	74
$10–$14.99	1, 378	21. 2	190	2. 9	1, 188	86
$15–$19.99	2, 838	17. 5	352	2. 1	2, 496	89
$20–$24.99	2, 415	14. 4	274	1. 6	2, 141	88
$25–$29.99	1, 843	12. 9	248	1. 7	1, 595	86
$30–$49.99	3, 039	11. 2	1, 089	4. 0	1, 950	64
$50–$74.99	718	11. 6	419	6. 7	299	41
$75–$99.99	101	14. 1	52	7. 2	49	48
$100 or more	41	16. 0	19	7. 5	22	46
No report	31	--------	709	--------	−678	--------
Total	12, 613	14. 0	3, 396	3. 8	9, 217	73

Source: Real property inventory and vacancy survey by Work Projects Administration, State housing authority, and Newark Planning Commission in October 1939.

Ratio of vacancies (from New Jersey Council of Housing Authorities)

Camden	0. 005 percent in 1941.
Elizabeth	0. 35 percent in 1941.
Newark (approximately)	1 percent in 1941 majority in $50 or over class.
Paterson (approximately)	1 percent in 1941 majority in $50 or over class. Heavy increases in rents in medium homes.
Bayonne	0. 75 percent in 1941.
Perth Amboy	0. 40 percent in 1941.
New Brunswick (approximately)	1 percent in 1941.
Jersey City (approximately)	0. 3 percent in 1941.

Survey of conditions in Bayonne, U. S. Department of Labor, June 1941

Percentage of renting units increased	44 to 55 percent.
Percentage of increase in rentals	9 percent.
Between $40–$50 increase units	40 percent.
Between $30–$40 increase units	50 percent.
Between $20–$30 increase units	45 percent.
Less than $20 increase units	25 percent.
Average amount of increase	$2–$3.
Percent of vacancies	0. 75 of 1 percent.[1]
Percentage of absorption	100 percent.

[1] Nearly all of this figure covers units renting above $50.

TESTIMONY OF CARL C. HOLDERMAN—Resumed

Mr. Osmers. Will you summarize your statement briefly, Mr. Holderman?

Mr. Holderman. Our workers, particularly those who are coming into the defense industries, are looking forward to the Government providing them with places to live.

We know that there are many other problems connected with the erection of homes for workers, but there is a great deal of dissatisfaction in having to live in trailer camps and other temporary structures while they are working at pretty hard labor in some of these industries.

We know that all through the northern part of the State, more and more of these trailer camps are being established because people can't find homes.

Mr. OSMERS. Would you care to estimate the number of workers who have come into the State?

Mr. HOLDERMAN. I couldn't, but it might be interesting for you to see some pictures we have taken in various places that show automobile licenses from outside of the State. For example, at the Elco Boat Works. Here [exhibiting photo] is a picture of a row of cars in the parking lot. Five out of a row of six of these cars are from outside the State, and one was from outside that particular county.

STEEP RISE IN RENTS

Mr. OSMERS. Have rents increased any?

Mr. HOLDERMAN. Tremendously, insofar as the low-income brackets are concerned.

Mr. OSMERS. Would you care to estimate the approximate increase in rental, let us say on a normal $30-a-month unit?

Mr. HOLDERMAN. Well, I can give you some typical cases.

Mr. OSMERS. All right, do that.

Mr. HOLDERMAN. Complaints that have come to us.

Mr. OSMERS. All right.

Mr. HOLDERMAN. They show not only the increase in rents to defense workers, but the impact upon living conditions of others in nondefense industries, which is also quite important.

In the city of Paterson, for example, where the Wright plant has caused a tremendous increase in employment, there is a very definite impact on the living conditions of other industrial workers.

Among textile workers we have had a good deal of complaint about increases that range anywhere from $7 to $8 a month in the $25-a-month class of rents. One worker complained that his rent was increased from $23 to $32 a month.

Mr. OSMERS. That is a tremendous increase—an increase of 39 percent.

Mr. HOLDERMAN. That increased rent will begin July 1, 1941, and in order to justify it the landlord painted the house.

Another worker complained that his rent had been increased from $25 to $30 a month, absorbing his increase in wages.

Many of these cases come to us. People complain that they can't meet these rents because wages in nondefense industries are not keeping pace with the increases they are called upon to pay.

EARNINGS AT WRIGHT AERONAUTICAL

Mr. OSMERS. Are the workers in the Wright Aeronautical plant organized into unions?

Mr. HOLDERMAN. Well, they have what we term a company union.

Mr. OSMERS. What are the average earnings of the workers in that plant?

Mr. HOLDERMAN. Hourly or weekly?

Mr. OSMERS. Well, weekly.

Mr. HOLDERMAN. They range from $30 to $50 and $60. Much of this is accounted for by overtime. If they were to go on a 40-hour basis—for example, if they were to run three shifts and to go on a 40-hour basis—the average wage would be in the neighborhood of $30 a week.

Mr. OSMERS. Are the Wright people bringing any considerable number of workers into New Jersey from outside the State? I mean as residents, I don't mean commuters. In other words, are men with their families moving into New Jersey to work at Wright's?

Mr. HOLDERMAN. Many of them are staying out because they can't find places to live. In the Paterson industrial area we have had considerable resistance to any kind of public-housing projects for the last 8 years.

HOUSING PLANNED AT EAST PATTERSON

Mr. OSMERS. There is a defense housing project in East Paterson, is there not?

Mr. HOLDERMAN. One is projected there, but it has not been started yet; just across the river, 700 homes, I believe, have been allotted to that vicinity, part of them to go into Clifton and part into East Paterson.

Mr. OSMERS. Has either community welcomed the defense housing?

Mr. HOLDERMAN. No. There has been considerable resistance in both communities to defense housing projects.

Mr. OSMERS. You were here when Mr. Brophy, the secretary of state, testified, Mr. Holderman. Do you agree with his contention that that resistance will continue until such time as the Federal Government assures the communities of adequate assistance with their public services?

GETTING AROUND LOCAL PREFERENCE

Mr. HOLDERMAN. I presume it will. But I want to correct one impression that was left, through a lack of information, or rather, through the contradictory information that has come from some of these manufacturing concerns about out-of-State workers. It has been a practice in a good many of the industrial centers, and in some of these big industries, to give preference to local residents, insofar as employment is concerned; and we know, because we have had practical experience with it, that many workers come from outside the State, establish a residence—legal or otherwise—and apply for work at these industrial plants. Naturally their records show they are New Jersey men, but their automobile licenses, in many instances, will show they are from New York State, Pennsylvania, Connecticut, Massachusetts, and other States.

Mr. OSMERS. That is an interesting point, because I stated when Mr. Brophy was a witness that at the Federal shipyard in Kearny—while they employ several thousand men from outside the State of New Jersey—apparently those men commute back and forth, and have not moved into New Jersey.

Now, it is entirely possible that of the 12,000 or 13,000 New Jersey residents who are employed there, many may have moved in in order to get the jobs.

COMMUTERS TO WRIGHT PLANT

Mr. **Holderman**. And many of them are still commuting back and forth to their homes.

For example, you asked about the Paterson area, about the Wright workers. We are making a survey at the present time among the Wright workers on housing conditions. It has not yet been completed, but I can give you one or two samples of the kind of conditions that prevail.

There is one worker, for example, who travels 30 minutes a day. He comes from Union County. He lives there with another family. There are eight living in a single house. It is a large house, that is true, with eight rooms, and they are paying $65 a month rent. They have been forced to double up and take accommodations of this sort in order for each of them to exist.

It is true that this worker at the present time is earning about $50 a week. In order to earn the $50 a week, he has to put in from 8 to 12 hours a week overtime, so if production is stepped up and three shifts are put into his particular department, his earnings will drop considerably, and then it will be a question of whether he can afford to continue under conditions of this sort.

It costs them about $3 a week to travel, which increases his rent—actually increases his rent—by another $13 or $14 a month.

NEED FOR RENT CONTROL

Mr. **Osmers**. Do you think we are approaching a situation in New Jersey where we are going to have to pass some rent-control legislation?

Mr. **Holderman**. Well, I don't know how these people are going to meet the bill if you don't.

Mr. **Osmers**. Now, I am quite familiar with the northeastern corner of New Jersey, and from my personal observation I would say there is considerable housing available, but not for a man making $30 a week.

Mr. **Holderman**. That is right.

Mr. **Osmers**. There are rentals and houses for sale and some are being built. Most of the houses in Bergen County, for example, are being built to sell at around $5,000 or $6,000.

Mr. **Holderman**. That is correct.

Mr. **Osmers**. And the worker who earns $30 a week has no business to attempt to buy a place of that sort.

Mr. **Holderman**. They wouldn't let him buy it anyway—the F. H. A. wouldn't let him purchase it.

Mr. **Osmers**. I know that in Fairlawn, where Wright Aeronautical has started a large operation, there are many privately built houses, and they are trying to get the prices of them down to a point where they can be sold to those workers.

Mr. **Holderman**. Well, they were successful in getting it down to the point where they could be purchased by $30-a-week workers in some localities, but I have heard some stories about the kind of housing that came within that price range. I can't vouch for the truth of the stories. One is that if you move a piano in the front room the piano will be in the basement within a couple of weeks' time. I don't think American workers should be housed under such conditions.

Mr. OSMERS. I have heard those stories, too. I doubt them, because I know the rigid inspection that an F. H. A.-financed house must pass. I know they don't look as though they would hold a piano, but apparently they do.

Mr. HOLDERMAN. I am not a construction expert, but I have seen some of them, and I would hesitate to say that a piano would stay on the first floor.

Here are some pictures of trailer camps in Rahway and Linden, where defense workers are living at the present time.

NEW JERSEY SLUMS

Mr. OSMERS. In your statement, Mr. Holderman, you discussed slum housing in New Jersey. I wonder if you will specify those areas just a little bit more definitely.

Mr. HOLDERMAN. I don't think there is an industrial area in New Jersey which doesn't have a large proportion of slums. Here [exhibiting photographs], for example, is the kind of house that workers have to occupy in Bayonne. It is typical of houses in other places.

Here are some from the city of Paterson, where workers are compelled to live under conditions such as these. You will notice this is air-conditioned permanently—you can see the holes in the walls.

The CHAIRMAN. Would you care to leave these pictures with us?

Mr. HOLDERMAN. Yes, sir; you can have them.

The CHAIRMAN. And Mr. Reporter, you will include these in the record.

(The photographs referred to above appear on p. 5728.)

Mr. HOLDERMAN. Recently we have been getting complaints of another sort. We have been getting complaints from Negro workers, quite extensively, that they are being put out and the houses are being refurbished so that increased rents can be secured from white workers who earn more money in defense industries.

There are more and more of these complaints coming in within the last 2 or 3 weeks from various sections of the State—Newark and Paterson particularly.

Mr. OSMERS. Newark has a large Negro population, has it not?

Mr. HOLDERMAN. Yes; it has.

RACE DISCRIMINATION IN DEFENSE

Mr. OSMERS. Have you found, in the course of your work, Mr. Holderman, any discrimination against persons of any race or color, on the part of defense industries in New Jersey?

Mr. HOLDERMAN. Yes, sir; very decidedly. There is a good deal of it.

Mr. OSMERS. What is the nature of the complaints that you have been getting?

Mr. HOLDERMAN. Probably the outstanding discrimination is against Negro workers. No place seems to have been made for them in the defense program, either in the training or in hiring in industry.

Mr. OSMERS. I want to ask you a question along those lines—a very pointed question—and I think you will be able to give the answer to it:

I have been very much interested in fighting this discrimination, and I have taken it up with management. Management in general tells me that they have absolutely no objection to the employment of Negro workers, but that the workers in their plants object to their employment.

Mr. **Holderman.** Well, there may be some justification for that statement in some places, but I have noticed that when economic necessity demands it in a particular industry, employers have not hesitated to break down that objection. For example, the needle trade industry in the State of New Jersey used to be entirely a white trade. Today you find hundreds of Negro girls working alongside white girls, and there is no apparent ill-will on the part of the white girls.

Mr. **Osmers.** There was at first?

Mr. **Holderman.** Probably was when the practice first started, but I don't think that workers generally are going to hold any resentment for any long period of time if a real, earnest effort is made to give Negro workers an opportunity to work at something more than scrubbing floors.

NEGROES NOT BEING TRAINED

Mr. **Osmers.** Now, you say they are excluded from the training programs.

Mr. **Holderman.** I perhaps should revise that statement. I don't know whether they are excluded or not, but it is quite evident that they are not being trained—for what reason, I don't know.

Mr. **Osmers.** That is a very, very serious problem, and I think it threatens the morale of the whole Nation, to have one group of workers kept out of this defense program.

Mr. **Holderman.** I might mention this to you: You asked whether workers will work beside colored people. Employers in many of these large industries haven't hesitated to give the heavy, unskilled jobs to Negroes in these plants, and workers don't walk out on strike or demonstrate any very great antipathy to the Negro workers.

Mr. **Osmers.** Bernard Baruch has said that bad housing, rising rents, and food prices create industrial unrest. Do you think many strikes can be traced to the rise in rents and to bad housing?

Mr. **Holderman.** Practically all of them that involve increases in wages are fundamentally a protest against rising costs. Rising costs force workers to demand more from their job—more in the way of wages in order to meet those rising costs—so obviously their demands increase as they have to meet the increased cost of living.

OUT-MIGRATION FROM NEW JERSEY

Mr. **Osmers.** Now, we have talked here this morning about workers coming into New Jersey for employment. To what extent have workers left New Jersey for defense work?

Mr. **Holderman.** Well, that would be rather difficult to say. I doubt very much whether there has been any migration from the State. As a matter of fact—and, of course, this is information that I have gleaned from conversations with other individuals—I have been told that many of the small towns in upper Pennsylvania are becoming almost deserted by workers who are coming into New Jersey to work in defense industries, because here we have the largest defense-industry program in the United States, and they are seeking employment here.

Mr. **Osmers**. In your statement you indicate that we will need at least 5,000 new housing units in northern New Jersey.

Mr. **Holderman**. I think that is very conservative.

Mr. **Osmers**. Certainly compared to the number of jobs in defense industries, 5,000 units would not be a great number.

Did you have in mind 5,000 additional units or 5,000 units to replace existing substandard housing?

Mr. **Holderman**. I think we need an absolute minimum of 5,000 additional units to house people who are now undobutedly "doubling up" or commuting long distances in order to get to their jobs.

Mr. **Osmers**. What is the vacancy figure for northern New Jersey?

Mr. **Holderman**. Well, I haven't it for the whole area, but I have it for some localities. Some of my information is not up to date. As you know, in the city of Paterson they are now conducting a housing survey through the W. P. A. and up-to-date figures are not available; but we do know that under the 1934 housing survey, there was only a 6-percent vacancy in the city of Paterson at that particular time.

Now, with the increase in employment in defense industries—principally in aircraft, which has grown from about 3,000 men to about 15,000 in the last 2 years—the vacancies are necessarily very much less. I dare say today that there isn't a greater vacancy there, in the working-class homes, than there is in the city of Newark, where you only have about 1.5 percent of vacancies.

VACANCY RATE IN CHEAP HOUSING

Mr. **Osmers**. I am looking at your statement, Mr. Holderman, page 6, at the foot of the page. (See p. 5576.) It shows a comparison of vacancies in residences in Newark between the years 1934 and 1939, and indicates the vacancy ratio in October 1939 as being 3 percent.

Mr. **Holderman**. That is residential vacancies. That percentage is not broken down into income groups. But if you will look on the next page you will find that in the $25 class, or in the rentals below $30 a month, it runs not much more than 1 or 2 percent in vacancies.

Mr. **Osmers**. I see that.

Mr. **Holderman**. In the working-class brackets there are practically no vacancies at all.

Mr. **Osmers**. From $15 to $30.

Mr. **Holderman**. That does not take into consideration families who are "doubled up" because they can find no place to live. I have no figures on those.

LABOR LOOKING AHEAD

Mr. **Osmers**. Is labor in New Jersey deeply concerned about conditions after this emergency is over?

Mr. **Holderman**. Yes, sir.

Mr. **Osmers**. Is any program of any kind at all being advocated by labor?

Mr. **Holderman**. Well, we haven't formulated a definite program. We have been very much concerned about the conditions that may arise unless there is some very carefully studied plan, and unless a very careful study is made to absorb the unemployment that will undoubtedly result when war materials are no longer needed.

We have been represented upon a committee the Governor set up to make a study of that and to report back to him on some plan for taking up this slack when the depression hits us.

Mr. OSMERS. It will probably be a national problem, requiring a national approach.

Mr. HOLDERMAN. I hope it is approached that way.

Mr. OSMERS. It will have to be. This committee anticipates a great deal of migration after the emergency—just as great as there is now in search of defense jobs—when the workers start back home looking for other jobs. That will be another great problem.

ISOLATED FACTORIES

Mr. HOLDERMAN. One of the problems that you have here—a temporary problem so far as housing is concerned—is created by the fact that some of these industries have been built out in the country, away from any housing, any community facilities whatsoever. You have one factory in Caldwell, for example, where about 3,000 people are now employed, and there is hardly a house in sight of that plant.

Mr. OSMERS. I suppose the workers commute?

Mr. HOLDERMAN. They have to travel long distances. And almost the same condition exists in Bendix, over at the Bendix field, where there is hardly a house in sight. They have been building in the Bergen County area, but as you remarked before, the houses there are for sale, and they are out of reach of these people. If they were operating normally they would not be able to purchase them.

Mr. OSMERS. Do you feel that as a result of this defense program we are going to run into a period of sharply increased costs in living and higher wages? One brings the other with it. Do you feel that we are going into that spiral?

Mr. HOLDERMAN. That is the trend at present.

Mr. OSMERS. That is all, Mr. Chairman.

The CHAIRMAN. Don't you feel, Mr. Holderman, that the solution of this housing problem which faces New Jersey and other defense areas is just as much a part of the national defense as making guns and bullets? You can't divorce civilian morale from Army and Navy morale, can you?

Mr. HOLDERMAN. Nor can you build it upon the kind of conditions under which these people have to live.

The CHAIRMAN. No; it just can't be done.

MORALE OF NONDEFENSE WORKERS

Mr. HOLDERMAN. May I add just this, Congressman: I thing it is equally important to consider the morale of nondefense workers along with that of defense workers.

The CHAIRMAN. We agree with you.

Mr. HOLDERMAN. And the impact of the defense program upon these nondefense workers is terrific. As rents increase because of the influx of defense workers and because they happened at the moment to be earning fairly good wages, due to overtime and so on, the morale of nondefense workers will be shattered because they can't meet this increased cost. Some low-cost housing is definitely needed in communities such as Paterson, Newark, Elizabeth, Camden, Trenton, and so on.

Mr. **Osmers.** Has there been any unemployment caused in New Jersey by the defense program? I mean, in the industries which have been deprived of raw materials through priorities, and so on?

Mr. **Holderman.** I don't know of any outstanding cases.

Mr. **Osmers.** You don't know of any plants that have closed on account of that?

Mr. **Holderman.** No.

Mr. **Osmers.** Does your organization anticipate such dislocation?

Mr. **Holderman.** Well, I have heard of that elsewhere.

Mr. **Osmers.** Take the automobile industry, for example. We know that next year they will probably make only 50 percent of the cars they made this year.

Mr. **Holderman.** Yes, sir.

Mr. **Osmers.** Now, the displaced workers won't all be employed.

Mr. **Holderman.** Well, they may be able to get other jobs. I anticipate they may be able to get enough materials in the woolen industry to go ahead. Of course, they were handicapped for a short time with the closing of the raw-material markets in Australia and New Zealand and India and other places. I don't think they have been handicapped very seriously. I believe they turned to other markets—South America and other markets—to get their raw materials.

But are you talking about defense industries or all industries?

Mr. **Osmers.** I am talking about nondefense industries.

NEW RAW MATERIAL FOR CARPETS

Mr. **Holderman.** In the carpet industry they had a very serious shortage of materials. They were handicapped, and worked on a short-time basis because of that, but they, too, have experimented with other wools, and have been able to find—I won't say a suitable substitute, but at least a substitute that is serviceable.

We may not get the same grade of carpets for the next 2 or 3 years, but at least we will get carpets.

The flax-processing industry, of course, was seriously handicapped at the beginning of the war by the shutting off of the market in Ireland, Poland, Belgium, and other countries that supply the raw materials, and for quite a long time there was serious unemployment in some of the flax spinning mills in New Jersey.

I believe that has been overcome by a synthetic product that they are now making, after some experimentation, out of byprocessing cotton in some way to substitute for linen.

Mr. **Osmers.** That is all.

The **Chairman.** Thank you very much, Mr. Holderman.

Our next witness is Mr. John E. Sloane.

TESTIMONY OF JOHN E. SLOANE, VICE CHAIRMAN, NEW JERSEY STATE PLANNING BOARD; STATE CHAIRMAN, NATIONAL COMMITTEE ON THE HOUSING EMERGENCY, INC., NEWARK, N. J.

The CHAIRMAN. Mr. Sloane, will you state your name and address and your official title in the organization with which you are connected?

Mr. SLOANE. John E. Sloane, Newark, N. J. I am in the real-estate business. I am also vice chairman of the New Jersey State Planning Board and State chairman for the National Committee on the Housing Emergency.

The CHAIRMAN. You have submitted a statement, which will be made a part of the record.

(The statement referred to above is as follows:)

STATEMENT BY JOHN E. SLOANE, VICE CHAIRMAN, NEW JERSEY STATE PLANNING BOARD; STATE CHAIRMAN, NATIONAL COMMITTEE ON THE HOUSING EMERGENCY, INC., NEWARK, N. J.

The purpose of this statement is to discuss briefly the importance of private real-estate activities in connection with defense housing.

FUNDAMENTALS

I think it can be readily agreed that nobody wants the Government to construct all the dwelling units that will be needed in the present emergency. There are adequate private builders, real-estate men, funds, and we hope, labor available for private construction. A much healthier country-wide condition will result if at least 80 to 90 percent of the housing is handled by private industry. This will result in adding to national income, reduce Government spending and taxes.

There is still a great demand for normal housing, such as has been built in the last few years, but it seems likely that priorities both as to labor and materials will be imposed on building construction which will result in bringing it all under the "emergency" classification.

This will require readjustment of plans and programs by private industry, and here every assistance should be given by Government agencies to expedite this transition.

Speed, of course, is the essential element, and everything should be done by the Government and private interests to fully understand the needs and to expedite a building program which will definitely be an adjunct to our preparedness program.

OBSTACLES AND THEIR REMOVAL

The two principle fears which seem to be in the minds of the average citizen are that ghost cities may be constructed and that the tax burden on the present residents and those remaining after the emergency will be confiscatory.

To alleviate these fears as far as possible we need as complete and rounded a program as possible. Every effort should be made to correlate these programs with present trends of development and future needs.

All factors should be taken into consideration so that municipal officials and citizens can fully grasp the problem. Then with fuller and better public understanding, both the Government and private interests should receive greater cooperation and delays should be reduced to a minimum.

Improper choice of location and poor selection of type of buildings can easily result in all the damage to the community that the public fears. Proper selection in these fields and greater distribution of dwelling units among municipalities and between urban and nonurban centers may not only distribute the risk but also contribute to improvement and orderly development of the different areas.

To help this situation and to stimulate proper planning and as an aid to those interested in real estate and building, the New Jersey section of the National Committee on the Housing Emergency proposes to make a survey.

The committee at present consists of: Hon. Joseph A. Brophy, Mr. Thomas E. Colleton, Prof. William L. Nunn, Mr. Harry A. Trotter, Mr. John Kervick, and Mr. Arthur B. Holmes, and will be enlarged.

OUTLINE OF TENTATIVE PROGRAM

1. Number of units needed.
2. Construction:
    (*a*) Permanent or temporary.
    (*b*) Prefabricated.
    (*c*) One family.
    (*d*) Large units.
3. Location:
    (*a*) Hudson & Essex.
    (*b*) Union.
    (*c*) Bergen & Passaic.
    (*d*) Middlesex.
    (*e*) Mercer.
    (*f*) Camden.
    (*g*) Morris.
    (*h*) Other southern counties.
    (*i*) Other northern counties.
4. Location within counties or areas:
    (*a*) In cities.
    (*b*) In underdeveloped areas.
    (*c*) On platted land already improved but not built on.
5. Financing:
    (*a*) Federal funds.
    (*b*) Private funds.
6. Obsolescense study: Remodeling.
7. Rent freezing.
8. Urban rehabilitation
9. Community facilities.

I think the outline of our program is quite clear. Referring to item 2 (*a*) (Permanent or temporary), we believe it is important to determine if temporary housing will meet the situation in localities where the equivalent amount of permanent structure would be devastating to a community in the future.

2. (*b*). Prefabrication must be considered in relation to our building codes because its objective is speed and lower cost.

4. (*a*). The cities are an important part of our economic structure and have all the community facilities such as water, sewers churches, schools, stores, entertainment. For the most part they are near our industries. Living in the cities where your section is properly planned is not necessarily a horror.

Remodeling some sections and rebuilding others for defense housing may very well contribute to defense housing at less cost and also may improve the financial status of these cities and supply a type of urban dwelling that many of our people will find well suited to their desires.

4. (*c*) Platted lands: In New Jersey we have a large amount of excess platted land—much of which has fallen into the hands of the municipalities through tax delinquencies. Very little of it is built up.

Where location is adequate and improvements have been put in such as streets, water, and sewers, I believe this land should be used. It will materially aid the municipalities and require much smaller expenditures.

6. Obsolescence: This study has as its objective not only supplying dwelling facilities but also preserving neighborhood values and will, we hope, contribute to a stabilization of our urban and suburban areas. Mr. Holmes, of the Montclair Planning Board, has given this a great deal of study and prepared a suggested procedure which we hope can be carried on.

9. Community facilities: This is an important part of defense or any other type of housing. They must be available. As they do include schools, churches, stores, as well as streets, light, water, and sewers, their availability is important. In a location either urban or rural where these exist advantage should be taken of that fact.

Much of this information we hope is readily available in various Federal and State agencies and that by setting it up we will be able to visualize the problem in quite some detail. From this we plan a series of reports that will be of assistance to all those interested in building and real estate, if possible taking into consideration population trends as well as defense trends. We would like to program this for a period of several years.

If through this activity we enable private interests to plan their construction programs more speedily and in better relation to industry, we believe our contribution will be worth while.

It should also assist the municipalities to see what amount of building construction may be confronting them and enable them to properly plan and guide the developments with the object of preserving the character and future of their communities as far as possible.

We propose to enlist the help of the municipal engineers, building inspectors, and planning boards among others, to obtain much of this information correctly and quickly.

TRANSPORTATION

In connection with this whole situation improvements in highway transit should be considered. For it is quite possible that building certain so-called defense highways and streamlining our normal traffic, which is abominable now, might be much cheaper than building an excess of dwellings.

GOVERNMENT ACTIVITIES

Recently I was at the National Housing Inventory Conference in Washington. I studied a chart of the Government agencies involved in housing and found 12 of them. As I understand it, several of them may be concerned with the same project at the same time.

This, of course, makes it difficult for the individual to find out what to do and where to go with his problem for housing. It would seem that a properly set up functional organization would speed everything about housing and would not necessarily eliminate any of the outstanding men heading these various agencies.

Recently I spent several hours and dollars in taxi fares in Washington to trace down some seven or eight of these and find out what they had to do with my current problem.

The type of organization I'm thinking about is one like the American Red Cross uses to carry out its manifold responsibilities.

To facilitate the situation in New Jersey, the simplest way might be to throw all these agencies into contact with the Governor's secretary for defense and the State planning board and the Federal Housing Authority and let them act as a clearing house for private interests.

ESSEX COUNTY

Taking Essex County as an example and looking at our overall housing problem, I believe our needs cover all the fronts upon which the Government is attacking this problem.

There seems to be no question but that low-rent housing developments are needed similar to those already built in Newark. If past experience is any guide, no amount of defense work or any other will lift our whole population out of the income bracket this fits. It must not be overdone, but it should be adequate.

Next, it seems practical that limited dividend corporations are the only means of supplying dwelling units at a cost between the low rent and the usual privately owned rental dwellings.

In our urban areas remodelling buildings into apartments of the size now desired should be considered with a view of possibly extending insurance to these operations. This is a possible way of starting an urban revival and perhaps providing defense accommodations more quickly and cheaply.

New construction, of course, should go on in all our municipalities, preferably of a stable type that will stand the test of time while supplying the need.

Study should be made to determine the effect and advantage of a straight Government defense housing project in a completely urban area compared to an undeveloped area.

Private industry is able, and I believe will continue, to make its very important contribution to this problem, but considerable effort must be expended by the Government to facilitate their work through cooperation, information and advice.

TESTIMONY OF JOHN E. SLOANE—Resumed

The CHAIRMAN. Could you summarize what is contained in your statement for the committee, or would you prefer answering questions?

Mr. SLOANE. I think I would prefer answering questions, because I have covered the subject rather widely in my statement.

The CHAIRMAN. In regard to the survey that your committee plans to make of housing needs, have the offices of the Defense Housing Coordinator, Mr. C. F. Palmer, collected any of this vital information?

Mr. SLOANE. Well, I certainly think they have collected a great deal of it. I don't know that the public is familiar with it. I think one of the greatest difficulties here is that the people do not understand what the problem really is and how it can be met. They get scared about "ghost cities" and too heavy taxes.

Now, if we can present the actual situation to them and show them how it is going to affect them, and how some of these problems can be solved, I think we can help expedite this whole program, because I feel all housing is going to be "defense housing" pretty soon. I think priorities are coming in, not only there, but in nondefense industries, and you have got to put your whole effort on defense plus supplying the public with the things they need to get along on.

WOULD SIMPLIFY FEDERAL SET-UP

The Chairman. Do you feel that the multiplicity of Federal agencies concerned with housing has served to delay the building of defense housing?

Mr. Sloane. I think it makes it very difficult for the private builder to get started, because there are so many different places for him to go. When you start dealing with the Government, it is difficult because you can spend so much time going around trying to find the right place and explain to the right person what you want to do and finding out what you can do.

If that could be centralized to some extent, as Mr. Brophy said, through an office of the Government here in New Jersey, or as I suggested, through the F. H. A. in New Jersey and the State planning board, we ought to be able to bring these facts together and really help these real-estate men and builders to do the job that they would like to do if they knew how to do it and where to do it.

The Chairman. Do you think there is any tendency on the part of private operators not to build, in order to collect higher rents at the present time?

Mr. Sloane. I rather doubt it. Of course, the private builder cannot build houses or apartment buildings to compete with the Government low-rent houses, because the cost of the structure doesn't allow it.

FEAR SURPLUS OF HOUSES AFTERWARD

The Chairman. Do you think they are afraid of a surplus of houses after the war period?

Mr. Sloane. That is one of the fears, but I think if you take your whole housing program in New Jersey and properly allocate it, you may eliminate a great deal of that danger.

We have been building about 20,000 houses a year here. Maybe we need to reallocate the houses that will be built this year, and maybe we can avoid a lot of that excess.

The Chairman. Do you have any knowledge of the vacancy ratio in northern New Jersey at the present time?

Mr. Sloane. I am told it is very low. I am advised that in Essex County it is only 1 percent.

The Chairman. Can you tell me how many units of low-rent houses have been built by private builders in New Jersey in the past year?

Mr. Sloane. I don't think any low-rental housing has been built, other than by the Government.

The CHAIRMAN. No low-rent buildings by private companies?

Mr. SLOANE. I don't think a private individual can put up an apartment building and rent it for less than $15 a room and pay his taxes and interest and expenses and make any money on it; and I don't think $15 a room is low rent.

FEDERAL SLUM CLEARANCE

The CHAIRMAN. Has the Government engaged in slum clearing?

Mr. SLOANE. Yes. There are several projects in New Jersey—low-rent projects that have been completed.

The CHAIRMAN. How about Newark?

Mr. SLOANE. I am not familiar with all the locations. I live in West Orange. But I think something must be done for people in the low-income bracket.

The CHAIRMAN. Do you have any idea of what the percentage of increase in rents has been in the low-income bracket—say, $40 per month, or less?

Mr. SLOANE. No; I haven't any figures on that.

The CHAIRMAN. Would you advocate freezing of rents to prevent any further increases?

Mr. SLOANE. Well, I would hate to make that flat statement. Can you freeze taxes and can you freeze cost of operation and so on? In other words, can you freeze the whole cost of living and hold it at that figure?

Mr. Henderson is working on that, and the more that is done, the better it will be for all of us. We can't do it 100 percent but if we can go along in our normal ways and keep prices from skyrocketing I think we would all be better off.

The CHAIRMAN. Do you have any recommendations in regard to the housing problem?

Mr. SLOANE. Well, I just think it is a problem that the people as well as the Government have got to work at, and we have got to try to make the general public understand the situation; try to get private industry to take hold and do what they can with this housing problem.

The CHAIRMAN. I see the President has recommended another $300,000,000 for defense housing, in addition to money already provided. Do you think it is the duty of the Federal Government to step in and take care of these situations in defense areas, just as it is for the Government to build up our defenses?

Mr. SLOANE. Well, I would rather see private industry do as high a percentage as possible of that work, but I presume the Government will have to come in and do some of it. I certainly don't want to see the whole responsibility thrown on the Government when private industry can successfully do a job. I think we have got to help ourselves. I think we have been too willing to let other people help us.

The CHAIRMAN. Mr. Osmers.

DEFENSE IN CITIES OR TOWNS?

Mr. OSMERS. Mr. Sloane, there are two schools of thought in Washington concerning the defense program. One—the one I belong to—believes that we should place these defense contracts, geographically, as nearly as possible along the lines of our existing industrial centers in the United States. The other believes we should go way out in the country somewhere and establish an industry—in other words, to spread the money. I think the slogan of the second school of thought is "spread the money."

Do you feel that we are making a serious mistake by going out into these areas that are not naturally industrial areas and creating these big industries and building these housing projects and perhaps other facilities they will need?

Mr. SLOANE. Well, I think possibly you are, but I think the defense industry is getting to be such a huge problem that you will probably have to spread some of it out.

Of course you can't put it all in the northeast here.

Mr. OSMERS. No; but you can put an awful lot of it here.

Mr. SLOANE. And they have put an awful lot of it here. The shipyards you can't move, and some other industries you can't move, but I think you will have to do a certain amount of spreading for the sake of the whole country. Condensing everything into one spot isn't healthy.

Mr. OSMERS. Of course, if you follow the existing industrial lines of the United States, you wouldn't be putting it all in one spot; you would have it in the Middle West and on the Pacific coast and in certain southern areas. But it seems to me that our experience in New Jersey, where I believe we have now about $1,500,000,000 worth of defense orders, indicates that the business must go where the facilities are.

TIME-SPREAD OF CONTRACTS

Mr. SLOANE. But that $1,500,000,000 worth of business is spread over a number of years.

Mr. OSMERS. But the striking thing about it is the small degree of dislocation that has come to New Jersey as a result of that tremendous amount of business.

Mr. SLOANE. The Federal Shipbuilding Co. is supposed to have orders on hand that will keep them busy for 12 years; Wright Aeronautical has got about 5 years' work; and the New York Shipbuilding Co. must have a number of years of work on hand. That is all in that billion and a half, so actually you are spreading that labor over quite a period. If you tried to do that all in 1 year, you might as well go home.

Mr. OSMERS. We are not trying to do it all in 1 year. I am pointing out that the Federal shipyard has increased its pay roll from approximately 3,000 workers to 15,000 workers, and they expect to go to 20,000 workers in about 2 years. Because of the location, the labor was there, and most of the housing was there. They need some new units, yes; but I think it has been a rather good example of the wisdom of following normal lines.

Mr. SLOANE. I think in general you should follow the lines of industry, but, as I say, in some cases you have got to spread out, and it is probably wise to do it. You are spreading your risk to a certain extent. I don't think you should go out in the prairies where there is nothing, of course, and try to establish a new industry.

Mr. OSMERS. Well, that is what is being done.

Mr. SLOANE. I suppose so.

Mr. OSMERS. That is all.

The CHAIRMAN. Dr. Lamb.

EXPERIENCE WITH HOUSING AGENCIES

Dr. Lamb. You wrote in your paper, Mr. Sloane, about recent experiences in Washington with respect to the various Federal housing agencies. Would you like to enlarge on that?

Mr. Sloane. Well, I think it is purely the difficulty of finding out which agency you ought to deal with.

I was very much impressed with the fact that the men running these agencies are all working very hard to do a good job. I have been back and forth to Washington a number of times, and I think that is the thing that is keeping things going. There seems to be many very excellent men who do everything they can to help straighten you out, but I do think the housing program is not organized on a functional basis. You could have your heavy construction in one unit, and light construction in another, and finance in another.

Dr. Lamb. What about representation within the State of New Jersey? Do you find the same problem of looking for the right man to talk to?

Mr. Sloane. Well, about the only office we know in housing is the F. H. A., and they have been here so long everybody knows them; but it is the other agencies——

Dr. Lamb. Which are not represented here?

Mr. Sloane. Well, Colonel Westervelt is in the State somewhere, but I haven't had occasion to contact him, so I don't know where his headquarters are; but I think there ought to be one place where anybody can go and ask all the questions and get all the information that is available to help guide his work.

Dr. Lamb. Both in Washington and in each of the States?

Mr. Sloane. Yes, sir; in the State particularly. I don't think we expect to change the set-up in Washington radically.

Dr. Lamb. That is all.

SINGLE FEDERAL OFFICE

The Chairman. What do you think, Mr. Sloane, of this idea: Suppose in the State of New Jersey, as in other States where these defense agencies are and where the congestion is the greatest, there was a Federal office that represented all the various housing agencies. Do you think that would be of assistance in giving people a first-hand picture of the situation?

Mr. Sloane. I think it would be very helpful.

The Chairman. And obviate the necessity of running down to Washington and looking them up?

Mr. Sloane. Well, they are very nice in Washington, when you get there, but it is very confusing to find the right ones. If you could sit down at the table and lay out your plan to one man who was familiar with all the organizations in Washington and what their jobs were, he could clear it up for you and it would be a very great help.

The Chairman. Of course, it should be borne in mind that this emergency came on us suddenly. The committee has held hearings in San Diego and Hartford, and now here, and I think, all in all, the leadership in defense is doing a pretty good job under the circumstances. Of course, they had to establish themselves where they had a foundation on which to build, and that was also true in letting contracts. They had to take industries that were already established in order to do the work quickly. The "spreading" that Mr. Osmers mentioned must come. But I think the bright spot is the way that the entire Nation, as well as the Government at Washington, is getting on top of these problems.

This committee is attempting to bring to the attention of the Congress certain facts which it is gathering in the course of its investigations, and through informing the Congress, to inform the public as well. When that is accomplished a very large part of our work will have been done.

We thank you very much, Mr. Sloane, and appreciate your coming here.

Our next witnesses are Mr. and Mrs. Wilbur Jones.

TESTIMONY OF MR. AND MRS. WILBUR JONES, NEWARK, N. J.

The Chairman. Mr. Jones, will you give your full name?

Mr. Jones. Wilbur Jones.

The Chairman. And where do you live?

Mr. Jones. 76 Cameron Street.

The Chairman. Where?

Mr. Jones. Newark, N. J.

The Chairman. How old are you?

Mr. Jones. Twenty-eight.

The Chairman. How long have you been married?

Mr. Jones. Seven years.

The Chairman. Mrs. Jones, what is your first name?

Mrs. Jones. Annie.

The Chairman. You have two children, haven't you?

Mrs. Jones. Yes, sir.

The Chairman. What is the name of the older?

Mrs. Jones. Daniel.

The Chairman. How old is he?

Mrs. Jones. Five.

The Chairman. And the baby?

Mrs. Jones. Twenty-one months; Nancy.

The Chairman. Mr. Jones, what are you doing now for a living?

Mr. Jones. I am a janitor up at the Western Electric.

The Chairman. How much money do you make?

Mr. Jones. Well, I was making $22 a week and now I am making $30 a week.

The Chairman. Mrs. Jones, where did the family live before you came to New Jersey?

Mrs. Jones. Pennsylvania.

The Chairman. What was your husband doing in Pennsylvania?

Mrs. Jones. Working in the mines.

The Chairman. In the coal mines?

Mrs. Jones. Yes, sir.

The Chairman. How much money was he earning?

Mrs. Jones. Well, they worked 2 or 3 days a week.

The Chairman. That was during slack times?

Mrs. Jones. Yes; for years.

The Chairman. And how much was he making?

Mrs. JONES. $5.13 a day.

The CHAIRMAN. And working 2 or 3 days a week?

Mrs. JONES. That is right.

The CHAIRMAN. Where did you live there?

Mrs. JONES. In my mother's house.

The CHAIRMAN. With your mother?

Mrs. JONES. No; next door to my mother. We rented from her.

The CHAIRMAN. How much rent did you pay?

Mrs. JONES. $15.

The CHAIRMAN. What kind of house was it?

Mrs. JONES. A double block.

The CHAIRMAN. And how many rooms did you have?

Mrs. JONES. Four.

The CHAIRMAN. One bedroom?

Mrs. JONES. Two bedrooms and a living room and kitchen.

The CHAIRMAN. Did you have a bath?

Mrs. JONES. No.

The CHAIRMAN. A toilet?

Mrs. JONES. Yes.

The CHAIRMAN. Where did you bathe?

Mrs. JONES. In one of those round tubs—they served the purpose.

The CHAIRMAN. They work all right, do they?

Mrs. JONES. You bet they do.

The CHAIRMAN. Well, my wife's family had 12 children, and that tub was brought out every Saturday night. In those days they took turns.

Mr. OSMERS. They got in line, Mr. Chairman.

The CHAIRMAN. The only difference between her family and my family was that in my family we didn't make it every week.

Mrs. Jones, where are you living in Newark? Are you living in an apartment or in a detached house?

Mrs. JONES. No; it is a single home, but the rooms upstairs are made over for another family. There are three up there. We are living on the first floor.

The CHAIRMAN. And how many rooms do you have?

Mrs. JONES. Three.

The CHAIRMAN. And what are they?

Mrs. JONES. Well, we don't have a livingroom here because we have two bedrooms and the kitchen. There is a little room upstairs which we have made over into a bedroom because there is another man staying with us, from Pennsylvania, and his brother just came out last week, and he got a job, too.

Mr. OSMERS. Where did he get a job?

Mrs. JONES. In the Western Electric.

Mr. OSMERS. What is the name of the man who is living with you?

Mrs. JONES. Frank Tokuski.

Mr. OSMERS. Where is he from—the same district in Pennsylvania?

Mrs. JONES. He comes from a little distance away from us.

Mr. OSMERS. Is he paying you board?

Mrs. JONES. Yes, sir.

Mr. OSMERS. Well, you are pretty crowded, aren't you; the five of you?

Mrs. JONES. Well, they are all on night shift.

Mr. OSMERS. That is quite fortunate, isn't it?

Mrs. JONES. Yes; in a way it is, but during the day it isn't, because we all have to keep quiet.

Mr. OSMERS. Do you find many people from around your district coming into Newark and Trenton?

Mrs. JONES. We haven't bumped into many people. I mean we haven't seen anyone yet that we know.

Mr. OSMERS. What is the matter with the coal mines?

Mrs. JONES. They weren't working. So far there are 400 empty homes in Nanticoke.

Mr. OSMERS. Nanticoke, Pa.?

Mrs. JONES. That is right; and when school was out, the man that moved us has been engaged to move 80 more families out.

Mr. OSMERS. Where are they moving to?

Mrs. JONES. All over, wherever they can find work.

Mr. OSMERS. How did you come here?

Mrs. JONES. My husband came here first with another man.

Mr. OSMERS. Mr. Jones, you looked for a house, did you?

Mr. JONES. Not right away. You see, I was rooming at first, this other fellow and I.

Mr. OSMERS. Did you have a hard time finding a house?

Mr. JONES. Yes, sir.

Mr. OSMERS. By the way, Mrs. Jones, what are you paying for the house you are in now?

Mrs. JONES. $20.

Mr. OSMERS. Have you a bath?

Mrs. JONES. No.

Mr. OSMERS. A toilet?

Mrs. JONES. Yes. It was $18 before we moved in, and he raised the rent $2. Rents have gone up everywhere.

Mr. OSMERS. Rents have gone up all around there?

Mrs. JONES. Yes, sir.

Mr. OSMERS. Do you own an automobile?

Mr. JONES. No.

The CHAIRMAN. What about the children? Is there any place for them to play?

Mrs. JONES. Yes; we have a garden.

The CHAIRMAN. How do you like it here? Do you like it better than in Pennsylvania?

Mrs. JONES. I like it for the work part, because he is working.

The CHAIRMAN. But if your husband could get back in the mines and get the same wages, you would rather be home?

Mrs. JONES. In the mines; no. I don't want him in the mines. My father was killed in the mines.

The CHAIRMAN. There is no strike on there now, is there?

Mrs. JONES. No.

The CHAIRMAN. They have closed down some of the mines, have they?

Mrs. JONES. Well, from what I hear, I think they are beginning to work now. Now they have a vacation for 2 weeks. Of course, I don't know for sure what is going on right now because we are not there.

The CHAIRMAN (to Mr. Jones). This man who is working with you was a miner, too, was he?

Mr. JONES. Yes, sir.

The CHAIRMAN. Did he come here on account of slack work?

Mrs. JONES. Yes; he wasn't working so good, either.

The CHAIRMAN. Has he a family?

Mrs. JONES. Yes; he has a girl 5 years old.

The CHAIRMAN. And a wife?

Mrs. JONES. Yes, sir. His wife is a trained nurse.

The CHAIRMAN. Does he intend to bring her here?

Mrs. JONES. Yes, sir; as soon as he can find a rent.

The CHAIRMAN. What do you intend to do after this is over with, Mr. Jones? Go back home or stay here? Suppose this job gives out here, what would you do?

Mr. JONES. Well, I can always go back home, I guess.

The CHAIRMAN. To the mines?

Mrs. JONES. Yes.

The CHAIRMAN. Mrs. Jones, do your folks still live there?

Mrs. JONES. I have a mother and brother.

The CHAIRMAN. And your folks, Mr. Jones?

Mr. JONES. Mother and father.

The CHAIRMAN. Are you able to save any money now on your earnings?

Mr. JONES. I think so.

The CHAIRMAN. You are making $30 a week?

Mr. JONES. Yes, sir.

The CHAIRMAN. And you are saving?

Mr. JONES. Well, I just started to make the $30. Today was my first day. This morning I got paid, and I was supposed to get a 7-cent raise, which will make it about $32 or $33 a week. I imagine that will start to come in about next week or the week after.

Mrs. JONES. He was making $17 a week when he first came here, in the Central Stamping Co.

The CHAIRMAN. Did you ever think about going to school to learn some craft?

Mr. JONES. I expect to when the Western Electric school starts in September.

The CHAIRMAN. That would be a good idea.

Mrs. JONES. He does no welding in the job he has now. He took that up. That is the reason he came out here.

The CHAIRMAN. Are you a welder?

Mr. JONES. Yes, sir.

The CHAIRMAN. Can't you get a job at that?

Mr. JONES. Not right yet, anyhow. There is nothing open in the Western Electric right now. I tried the shipyard and I couldn't get in.

The CHAIRMAN. I thought there was a great lack of welders. Wherever I have been I have been told that. You have made application, have you?

Mr. JONES. Yes. sir.

The CHIRMAN. Have you made application to the State employment office?

Mr. JONES. Yes, sir.

Mr. OSMERS. Mr. Jones, do you consider yourself a resident of Pennsylvania or a resident of New Jersey?

Mr. JONES. Right now, you mean?

Mr. Osmers. Yes.

Mr. Jones. Well, I think I am a resident of New Jersey, but I think, of course, I am not here long enough.

Mr. Osmers. Is it your intention to vote in New Jersey?

Mr. Jones. Yes, sir.

Mr. Osmers. When did you move into the State?

Mr. Jones. In April—well, I was here in April, and I brought my wife and family on May 3.

Mr. Osmers. Of this year?

Mr. Jones. Yes, sir.

Mr. Osmers. Do you happen to be familiar with the resident laws of the State of Pennsylvania? How long do you have to be in Pennsylvania to be eligible for relief, and so on?

Mrs. Jones. A year.

Mr. Osmers. So, in other words, if you lost your job in September you would consider yourself a resident of New Jersey, but New Jersey would not consider you a resident of New Jersey, and Pennsylvania would not consider you a resident of Pennsylvania, so you would be without a State. Is that your understanding of it, too?

Mr. Jones. I guess so.

Mrs. Jones. We were born and raised in Pennsylvania.

Mr. Osmers. Your husband considers himself a resident of New Jersey, however.

Mr. Jones. Not right yet, I mean. But if I am here long enough I would like to be a resident and vote.

Mr. Osmers. I just made that point for the record, Mr. Chairman—to illustrate the residence problem that we have been up against before.

The Chairman. I understand that.

We thank you very much, Mr. and Mrs. Jones, for your coming here.

Our next witness is Mr. Parsonnet.

TESTIMONY OF THOMAS PARSONNET, REPRESENTING MAYOR VINCENT J. MURPHY, OF THE CITY OF NEWARK, N. J.

The Chairman. Mr. Parsonnet, Congressman Osmers will interrogate you.

Mr. Osmers. Will you please state your name?

Mr. Parsonnet. Thomas Parsonnet.

Mr. Osmers. And your address?

Mr. Parsonnet. 60 Park Place, Newark City Hall, Newark, N. J.

Mr. Osmers. In what capacity are you appearing here today?

Mr. Parsonnet. I am here for Mayor Murphy, of Newark, who was unable to come on account of illness.

I am first assistant corporation counsel of Newark and counsel for a large number of American Federation of Labor unions in the State.

Mr. Osmers. And because of that dual capacity you will be able to represent the mayor, both in his position as mayor and as secretary-treasurer of the American Federation of Labor?

Mr. Parsonnet. Yes, sir; Mayor Murphy submitted a very brief statement, and he has asked me to enlarge upon it.

(The statement referred to above is made a part of the record, and is as follows:)

STATEMENT BY VINCENT J. MURPHY, MAYOR OF NEWARK, SECRETARY-TREASURER, NEW JERSEY STATE FEDERATION OF LABOR

The question arising from migratory labor problems has always been regarded as an important one by trades union leaders. In South Jersey specifically, we have had such a problem for a period of years.

However, the problems which arise today through migration of defense workers to important industrial centers, such as the Newark area, becomes our more immediate concern and I am glad to observe that the Federal Government regards it as such and a fact-finding congressional committee will be in Trenton next week to take the testimony of representative leaders in labor, industrial, educational, and kindred spheres.

Perhaps the most significant feature at the moment is that this survey that is being made is Nation-wide in scope. The premise that the Federal Government has a definite responsibility in this matter is a sound one. The whole defense program is based upon national interest and concern. There are relative aspects of the situation, from one section of the Nation to another section which must be considered and then possibly coordinated.

Certainly we in New Jersey, which is considered so vital in the whole defense program from an industrial point of view, should have some conception when this survey is over as to just how far and strenuous will be the demands upon housing facilities, our educational centers, our health institutions, to say nothing of labor and industrial personnel themselves. If the committee succeeds in getting this correlated information so that there may be planning accordingly, it will have accomplished a constructive job.

TESTIMONY OF THOMAS PARSONNET—Resumed

Mr. Osmers. I wonder if you will proceed in your own way? I have read the mayor's statement, and it doesn't, shall I say, get down to cases; and I wonder if you would care to enlarge upon it.

Mr. Parsonnet. Mayor Murphy feels that this entire problem of defense migration and housing for the migratory workers is a matter for consideration by the Federal Government, rather than either private industry or State government.

I would like to refer to Mr. Sloane's statement that he would like to see private industry do as much of the housing work as possible, and point out the fact that he also suggested that low rent housing cannot be created by private industry, as no profits can be made upon it.

The question of housing for defense——

Mr. Osmers. I believe, if I may interrupt you, Mr. Parsonnet, a figure of $15 a room was stated by Mr. Sloane as an amount necessary for private builders to receive, but that he felt that $15 a room was high rent. In other words, he did not believe that private capital could build rental houses to rent for less than $15 a room per month.

Mr. Parsonnet. That is right. I think he is about correct in that statement, particularly in the industrial areas, which have rather stringent building codes. Certainly they would be unable to build housing for less than $15 a room rental.

You suggested, in discussing the matter with Mr. Sloane, the "two schools of thought," relating first to the idea of spreading the money, and second to the idea of concentrating more or less in industrial areas.

WARNED OF "GHOST TOWNS"

I think that labor as a whole—and I am speaking on behalf of Mayor Murphy as an official of the city of Newark—would suggest this: We must be careful to watch the reaction at the end of this defense project, if we develop defense industries in sparsely populated and nonindustrial centers, because at the end of the defense boom we will have ghost towns left.

Mr. OSMERS. I am glad you put that in the record.

Mr. PARSONNET. Whereas if we keep our defense industries along and in line with the industrial centers, to a certain extent, the readjustment to nondefense industries will be much easier because the problem of moving will not again be involved.

Mr. OSMERS. I think the city of Newark constitutes a shining example of that, don't you, Mr. Parsonnet?

Mr. PARSONNET. Oh, yes.

Mr. OSMERS. Because it is in probably the greatest concentration of industry, I believe, in the entire world. Without moving one block—I mean just staying right where he is—a man can apply to hundreds of industries for work.

Mr. PARSONNET. That is correct.

Mr. OSMERS. Either in peacetime or in wartime. And if there is any possibility of being employed, he doesn't have to move. He doesn't have to get in a trailer. He can stay right where he is, and if they stop building ships at the Federal shipyard, he can go next door to the Western Electric and start making telephones or something like that. That is a theoretical case.

Mr. PARSONNET. The readjustment would be less difficult if the defense plants were in the industrial areas.

EMPLOYABLES ON RELIEF

Now, I want to refer also to one thing that the mayor asked me to refer to specifically, and that is the fact that we have a very large number of employables in the State of New Jersey who are either on relief or on W. P. A. I think serious consideration should be given to the discouragement, as far as possible, of industrial workers moving into the State until we have at least taken up our own slack. I don't remember the exact figures, but something like 70,000 workers who are employable are on relief or W. P. A. in the State. The Federal Government is causing the lay-off of a large number of W. P. A. workers right now.

The encouraging of migration of workers into the State will only increase that problem until at least those whom we already have are employed.

Now, the O. P. M. has recently set up a section on defense labor priorities. I understand it is under the supervision of Prof. J. Douglas Brown, and the problem of moving labor from one section of the country to the other is there under consideration. We feel that at least the local problem of unemployment should first be settled before too much moving is done.

RENTS UP FROM $27 TO $40

Now, the question was brought up as to increased rents. In several instances that has been brought to the mayor's attention. Rents have been increased during the past year from $27, for example, to $40 a month for two-, three-, or four-room unimproved dwellings.

Excuses have been given by landlords that taxes have increased, but investigation has shown that in a large majority of the cases the taxes have not increased, or if they have, they were increased from 25 to 50 cents a month on those particular dwellings.

We feel that some State legislation should be adopted, perhaps somewhat similar to the old emergency war-rent regulations, to prevent this unreasonable increase in rents.

There is a very small number of vacancies in the lower-rent homes in Newark and in the entire industrial district.

NEWARK HOUSING PROJECT

There has been some improvement in conditions because of the U. S. H. A. developments in the vicinity, and there is one defense housing project in Newark at the present time.

Mr. Osmers. How many units, Mr. Parsonnet?

Mr. Parsonnet. I am not sure, Congressman. I think it is 300, but I am not sure of that.

Mr. Osmers. What section of the city are they building in?

Mr. Parsonnet. Along South Orange Avenue, in that general section. There was some local objection which was made to the mayor before the project started.

Mr. Osmers. Neighborhood objections?

Mr. Parsonnet. Yes, sir; but even that was eliminated when it was shown that the character of the neighborhood would probably be improved by that project.

Mr. Osmers. Now, in this defense-housing program in Newark, did they destroy any existing units of housing and replace them?

Mr. Parsonnet. No; they did not. This was vacant land. Mayor Murphy asked me to express particularly his belief that since the defense housing is probably for the purpose of housing workers who are only temporarily in the city, or making room for workers who are only temporarily in the city, the housing should be erected with the idea in mind of leaving it as a permanent low-rent housing project for the purpose of later elimination of the slum districts of the city.

Mr. Osmers. What has happened to the population of Newark since 1940? Has it increased?

Mr. Parsonnet. There are no figures, but there is no doubt that it has increased rather substantially.

Mr. Osmers. You would not hazard a guess?

Mr. Parsonnet. I couldn't possibly. We feel that there is a great deal of "doubling up," due to the lack of additional space. The testimony of Mr. Sloane well shows that. We feel that housing is a prerequisite to the defense industries, but also we should bear in mind the reaction after the close of the defense boom.

UNITED STATES HOUSING AUTHORITY BUILDING IN NEWARK

Mr. Osmers. There has been some U. S. H. A. building in Newark, hasn't there?

Mr. Parsonnet. There has been much of it.

Mr. Osmers. Some slum clearance work?

Mr. Parsonnet. Yes, sir.

Mr. **Osmers.** Do you know how many units, offhand?

Mr. **Parsonnet.** I couldn't give you the figures. You have the report of the Newark Housing Authority on the table.

Mr. **Osmers.** Have you anything to give us by way of figures on employment in Newark since the fall of 1939?

Mr. **Parsonnet.** There are no figures available except through the unemployment compensation commission or the employment service division. I haven't those at hand.

Mr. **Osmers.** It is difficult to take one community in that area and pick it out, because it is really one big industrial area.

NEWARK EMPLOYMENT SERVICE

Mr. **Parsonnet.** That is right. I might say that we did have an employment service of the city of Newark, which was discontinued upon the coming in of the employment service division, so we don't have any figures on Newark itself.

Mr. **Osmers.** A statement was made to the members of the committee last evening that Newark had given up its employment service because it had failed. Is that true?

Mr. **Parsonnet.** Well, it failed primarily because the unemployment compensation commission took over, and before that the Federal Government operated an employment service.

Mr. **Osmers.** Some of us questioned the validity of the statement that was made. That is why I repeated it to you.

The chairman of this committee has introduced a bill in Congress, and you are probably familiar with it, to regulate labor contractors. Do you happen to know what Mayor Murphy thinks of that legislation?

Mr. **Parsonnet.** I haven't discussed it with him.

Mr. **Osmers.** What is your own opinion about it, Mr. Parsonnet?

Mr. **Parsonnet.** You mean of the bill to regulate private employment agencies?

Mr. **Osmers.** Yes.

Mr. **Parsonnet.** Thoroughly in accord with it. There is a bill pending also in the State of New Jersey of the same nature.

Mr. **Osmers.** Does it appear to have any chance of passing?

Mr. **Parsonnet.** It was just recently introduced.

HEALTH AND EDUCATIONAL FACILITIES

Mr. **Osmers.** How are the health and educational facilities holding up in Newark?

Mr. **Parsonnet.** Educational facilities are not holding up. There has been a large increase in public-school population. There are one or two of the high schools which could accommodate more pupils, but the other high schools are terribly overcrowded and practically all of the grammar schools are badly overcrowded.

Mr. **Osmers.** Are there plans under way for new facilities?

Mr. **Parsonnet.** They have been under discussion. Just how far along they are, I am not in position to say.

Mr. Osmers. Is the credit of the city of Newark in such shape that it could go ahead with a school-building program?

Mr. Parsonnet. A school-building program could easily go ahead as far as finances are concerned. The trouble is, the tax rate is $5.75 now.

Mr. Osmers. And your assessments, I believe, are pretty nearly 100 percent?

Mr. Parsonnet. They have been reduced during the past 2 years by approximately $100,000,000 by reevaluating the various properties throughout the city.

Mr. Osmers. Newark, as I recall, is a member of the Passaic Valley sewerage group; is that correct?

Mr. Parsonnet. Yes.

Mr. Osmers. With those great increases in population up there at Paterson—in fact all through the Passaic Valley, as a result of the defense program—are those facilities going to hold up and prove adequate?

Mr. Parsonnet. They seem to, but I am in no position to give you a specific answer.

I want to refer to one thing more, if I may. The question was raised earlier this morning as to discrimination, racial and otherwise, in industry.

"TREMENDOUS" RACIAL DISCRIMINATION

I think reference to the Employment Service Division of the U. C. C. will indicate that there is a tremendous amount of discrimination—both in nondefense and defense industries, but particularly in defense industries—against the Negroes, and that two or three other nationalities or religious groups are being discriminated against rather regularly by defense employers.

Mr. Osmers. Would you care to specify those for the record?

Mr. Parsonnet. Yes; the Jewish and the Italian.

Mr. Osmers. They are being discriminated against?

Mr. Parsonnet. Yes. I might point out Mayor Murphy has taken the matter up with the Unemployment Compensation Commission, of which he is a member. The answer is that although the U. C. C. attempts to avoid discrimination, yet in the requisitions for new workers, specific recommendation is made by industrial firms that they do not want this or that or the other group, and as a result the Employment Service must furnish the type of workers that the employer wants.

Mr. Osmers. You mean the employer is specifying what kind of help he wants, racially, and is excluding what he doesn't want?

Mr. Parsonnet. Yes, sir; and it is a very common practice.

Mr. Osmers. I think it is a very dangerous practice, don't you, Mr. Parsonnet?

Mr. Parsonnet. Oh, yes.

There was one other point that I thought might be worth while to mention because you asked it of Mr. Holderman, and that is if there was any exodus of workers from New Jersey.

Mr. Osmers. Is there any out-migration?

OUT-MIGRATION TO PANAMA

Mr. **Parsonnet**. I find that in the building trades a substantial number of skilled workers have gone out of the State to work on cantonments, in the Canal Zone and such other projects.

Mr. **Osmers**. You haven't any figures on the numbers involved, have you?

Mr. **Parsonnet**. No, I haven't; but it is not a small number. They are limited, however, to the highly skilled building trades.

Mr. **Osmers**. These men are not giving up their residence in the State of New Jersey, are they?

Mr. **Parsonnet**. No; nor have they given up their membership in the union which sent them.

Mr. **Osmers**. And in many instances they leave their families in New Jersey, do they not?

Mr. **Parsonnet**. That is correct.

Mr. **Osmers**. And then they go out on their own, and as you say, have gone to the Panama Canal, or Alabama, or Louisiana, or some other place?

Mr. **Parsonnet**. It isn't of their own volition, seeking work. As a matter of fact the work is here for them to do, but the Government has called upon the unions to send workers to other spots.

Mr. **Osmers**. Would you say that that out-migration has caused a shortage of skilled building craftsmen in the State of New Jersey?

Mr. **Parsonnet**. Not necessarily; I would say, in the present status of building operations. If defense housing should expand to any degree, then there would be a shortage unless these men returned.

Mr. **Osmers**. I believe nearly all of the building trades in New Jersey are organized with the A. F. of L., are they not?

Mr. **Parsonnet**. That is right.

PRIORITIES ON BUILDING MATERIALS

Mr. **Osmers**. Some witness this morning expressed the opinion—I think Mr. Sloane—that if there was an increase in defense housing, there probably would be a decrease of private building because of priorities on material and labor.

For example, in Bergen County today we probably have 5,000 under construction by private builders—one-family homes. Now, if the Government should do as Mr. Holderman suggested—go into northern New Jersey and build 5,000 defense housing units—the chances are that would curtail the construction of the others. Do you agree with that?

Mr. **Parsonnet**. It may be on account of shortage of labor or material. I cannot answer that question, not knowing the availability of building materials.

As far as labor is concerned, I would say that it would not have a great effect in that direction.

Mr. **Osmers**. Are Negroes allowed, or do you have many Negroes in the A. F. of L., in the State of New Jersey?

Mr. **Parsonnet**. There are not many. There are some unions, frankly, which do exclude them in spite of efforts of the leaders of the A. F. of L. to induce them to do otherwise.

There is, however, the other point of view, that very few Negroes seem to take up the skilled building trades as their trade.

Mr. OSMERS. Well, would you say that that was a lack of desire on the part of the Negroes, or a lack of opportunity to do so?

Mr. PARSONNET. I think it is both. Each contributes to the problem.

Mr. OSMERS. I don't think anyone could support the contention that they do not make good craftsmen.

Mr. PARSONNET. There is no intention to do that.

Mr. OSMERS. There is too much evidence to the contrary on that?

Mr. PARSONNET. That is correct.

Mr. OSMERS. This exclusion thing involves a whole set of industrial questions—apprentice training and such?

Mr. PARSONNET. That is right.

Mr. OSMERS. And at every point along the line the Negro seems to be excluded?

Mr. PARSONNET. Yes; where there is a large number of Negro workers. You will find that in some of the A. F. of L. unions they constitute a substantial majority. The laborers' union and the warehousemen's union are two very good examples.

Mr. OSMERS. Does the leadership of the A. F. of L. constantly work on that problem and try to improve it?

Mr. PARSONNET. Well, it is always present in their minds, and whenever they find the opportunity to do anything about it they do; yes.

Mr. OSMERS. That is all I have.

The CHAIRMAN. Thank you very much, Mr. Parsonnet. Will you give our respects to the Mayor and tell him we hope he gets well right away?

Mr. PARSONNET. Thank you, Mr. Chairman.

The CHAIRMAN. Our next witness is Mr. Burke, personnel director of the United Aircraft Corporation.

TESTIMONY OF MARTIN F. BURKE, PERSONNEL DIRECTOR, UNITED AIRCRAFT CORPORATION, HARTFORD, CONN.

The CHAIRMAN. Will you please give your name and address for the record?

Mr. BURKE. Martin F. Burke, 140 Ridgewood Road, West Hartford, Conn.

The CHAIRMAN. And you are the personnel director of the United Aircraft Corporation?

Mr. BURKE. Yes, sir.

The CHAIRMAN. When we were in Hartford, Mr. Burke, you were away from the city, and I believe Mr. Downs appeared on behalf of the company.

Mr. BURKE. That is correct.

The CHAIRMAN. And made a statement in answer to questions.

Do you want to add to what he said, or correct anything that he said?

Mr. BURKE. Yes; I would like to clarify what he said.

The CHAIRMAN. Do you have a prepared statement?

Mr. **Burke**. I will just testify orally, if it is all right with you. I would like to clarify the policy of the United Aircraft Corporation as regards the employment of Negroes.

Mr. Downs, I think, erroneously misstated the policy of the corporation regarding the employment of Negroes.[1]

I think you gentlemen saw the factory and have an idea of the high precision type of work that is done there.

Back before this emergency started, practically all the machinists or toolmakers in our shop were men who had had a number of years experience on certain types of machine, which qualified them as machinists.

In those early days we had no Negroes as machine operators or machinists in the shop itself. The Negroes from Hartford and in that vicinity orginally came there as tobacco workers, and few, if any of them, ever had any machine-shop experience, outside of acting as sweepers and truckers.

Mr. **Osmers**. Do you have a training program?

Mr. **Burke**. Yes, sir.

Mr. **Osmers**. Are any Negroes admitted to it?

Mr. **Burke**. They have never been excluded.

Mr. **Osmers**. Well, let us not play with words. Have you got any Negroes in your training program?

Mr. **Burke**. No, sir. Mr. Hillman[2] wrote to us, I think in April of this year, regarding the wishes of the O. P. M. concerning the employment of Negroes, and at that time we answered him and told him we would be glad to cooperate.

I have met several times since the 1st of April with the Connecticut Congress of Youth, also the confederation of Negro youth organizations.

We had Negroes on our pay roll 5 or 6 years ago as sweepers, porters, and so forth. I explained to these Negro organizations the trouble we had 6 or 7 months ago, when a Negro unwittingly got into the shop as a machine operator. The men objected to it, and threatened to quit in the department he was in. Rather than have the whole department quit, he himself quit.

Now, that is something that management is concerned about, because we have maintained a production record up there and we hate to do anything that will upset any of the men in the place.

To these organizations that I met with, I promised to give the thing a try-out and suggested a schedule that we try to follow with them and see if we could overcome that hostility of the men in the shop.

PUT NEGROES IN CAFETERIA

The original suggestion was that in our cafeteria we would put a dozen or so Negroes. We had done that; and if they work out all right, we were to try them out as sweepers and janitors and so forth; and if that worked out all right, we would find some other jobs in the production shop which weren't actually on production machines; and if that hostility of the men was overcome by this gradually weaving of them in, we have no objection to taking them in. And, as I say, we have had Negroes on our pay roll in the past.

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[1] See prepared statement and testimony of T. R. Downs, employment supervisor, Pratt & Whitney Aircraft, Hartford hearings, pp. 5311–5319.

[2] Sidney Hillman, Associate Director General of the Office of Production Management, Washington, D. C. See Exhibit 25, p. 5875.

Mr. OSMERS. You say that it is the employees in the aircraft industry who are excluding the Negro, rather than the employer?

Mr. BURKE. I will say that we had one example of the hostility of the employees.

Mr. OSMERS. Negroes in the aircraft industry as a whole are practically excluded, are they not?

Mr. BURKE. Well, I don't know if you have heard of the other incident in the vicinity of Hartford.

Mr. OSMERS. No; I haven't.

Mr. BURKE. I refer to an effort of the factories to bring Negroes in. One factory there has defense orders in connection with parachutes, and there was practically a strike on their hands when they tried to introduce Negroes into one of the weaving departments. And they tell me some of the airplane companies on Long Island have had some real hot trouble on their hands because of it.

NEED "FOUR FREEDOMS" AT HOME

Mr. OSMERS. I would say, "Let them strike, let them stop production." I am speaking now my own opinion, and I am not asking a question. I can't see the use of preparing to defend democracy if we are not going to have it here. What is the use of going around to the rest of the world and carrying these "four freedoms" around on the end of our guns if we are not going to have them here? What is the use of producing airplanes if that is our philosophy?

Mr. BURKE. Well, our job is to get that stuff out the back door, and we are trying to do it in the best manner we can.

Mr. OSMERS. I appreciate your position in the matter.

Mr. BURKE. In meeting with these Negro organizations the policy outlined is perfectly satisfactory to them. In fact, I have another engagement with them Tuesday.

Mr. OSMERS. I don't know enough about your operation to say the policy isn't right.

You don't happen to know the number of Negroes who are employed in the aircraft industry in the United States, do you?

Mr. BURKE. No; I do not.

OFFICE OF PRODUCTION MANAGEMENT LETTER A BEGINNING

Mr. OSMERS. Do you think that the O. P. M. letter has been helpful to eliminate discrimination?

Mr. BURKE. I don't know whether it has eliminated it as yet, but I think it has started some studies as to where and how Negroes can be introduced into industry.

Mr. OSMERS. Is there anything that you can suggest that the Government can do to end this discrimination—I mean discrimination not only against Negroes, but others as well? We just had a man prominent in New Jersey's labor movement testify that Italians and Jews are also discriminated against in this State. Can you think of anything that we can put in the contracts that we write, or any laws that can be passed that will change that?

Mr. **Burke**. I doubt if I could make any such suggestion.

Mr. **Osmers**. Do you have a large Negro populaton in Hartford?

Mr. **Burke**. Oh, I should say there are probably 10,000, and they have all been tobacco workers.

Mr. **Osmers**. In the Connecticut Valley there?

Mr. **Burke**. That is right.

Mr. **Osmers**. That is all.

Mr. **Arnold**. You say that you are meeting with these Negro organizations and trying to work out with them satisfactory employment for their group?

Mr. **Burke**. That is correct.

Mr. **Arnold**. And they are satisfied with that?

Mr. **Burke**. I think the policy as outlined to them and which we are proceeding upon is satisfactory to them, and we are willing to try it out and so are they.

The **Chairman**. We thank you very much.

Mr. **Arnold**. I am sorry you had to come down here to correct the statement made at Hartford. Mr. Downs is a very fine young man.

Mr. **Burke**. Thank you very much.

The **Chairman**. The committee will recess until 2 o'clock.

(Whereupon, at 12:30, the committee recessed until 2 p. m.)

AFTERNOON SESSION

The committee met at 2 p. m.

The CHAIRMAN. The committee will come to order.

I understand our next group of witnesses are to make up a State panel on migratory labor. I think the proper procedure is to identify the members of the panel. In the first place, there are eight members of the panel, and six are present.

Mr. Krueger, you will be the first witness, and I wish you would give your full name and address and state in what capacity you appear here.

TESTIMONY OF NEW JERSEY STATE PANEL ON MIGRATORY LABOR

Mr. KRUEGER. C. George Krueger, deputy commissioner of labor, department of labor, Trenton, N. J.

The CHAIRMAN. And the gentleman to your right?

Mr. KRUEGER. H. J. Lepper, administrative assistant of the New Jersey State Employment Service.

The CHAIRMAN. Mr. Lepper, I am doing this for the reporter, so he will know you when you speak. And the gentleman on your further right?

Mr. KRUEGER. Lt. D. J. Dunn, New Jersey State Police, representing Colonel Kimberly.

The CHAIRMAN. And the next gentleman?

Mr. KRUEGER. Mr. Ernest Harding, deputy commissioner of public instruction.

This lady on my left is Dr. Ellen Potter, director of medicine, department of institutions and agencies, representing William J. Ellis, commissioner.

This gentleman is William H. McDonald, State department of health.

The CHAIRMAN. You have named six. Who are the missing ones?

Mr. KRUEGER. Mr. A. R. Post, of the municipal aid administration, is representing Dr. Mudd,[1] and I understand Mr. Allen, of the department of agriculture, is unable to be present.

The CHAIRMAN. Mr. Krueger, the paper you have submitted will be entered as a part of the record.

(The paper referred to above is as follows:)

STATEMENT BY C. GEORGE KRUEGER, DEPUTY COMMISSIONER OF LABOR, DEPARTMENT OF LABOR, TRENTON, N. J.

The full impact of the defense program has not as yet manifested itself, although a sharp increase in persons employed in the area where defense production facilities are located in New Jersey, is reported by the State department of labor. This increase in employment is approximately 20 to 25 percent greater than for this time last year.

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[1] Dr. Arthur Mudd, deputy director, State of New Jersey Municipal Aid Administration.

The problems that appear to be taking form in the distinctly earlier changes of an economical development concern:

1. Decrease in availability of migrant farm labor.
2. Employment facilities.
3. Public health problems.
4. Facilities for providing education.
5. Defense housing.
6. Industrial production.

Following its testimony before the congressional commitee in New York City on July 29, 1940, the Conference of New Jersey Departments on Migratory Labor continued to function in its examination of the conditions created and maintained because of the employment of migrants in agriculture. As the present emergency developed, member departments were requested to be particularly observant of any effects which might appear and be due to defense labor migration.

MIGRATION FROM SOUTH CURTAILED

Surveys undertaken by the New Jersey State Employment Service indicate that the defense program is tending to seriously curtail the number of migrants from the South and the Philadelphia area. Since a fair proportion of workers in the fruit and vegetable producing sections of the State have been obtained from these sources in the past years, the State employment service is making strenuous efforts to supply sufficient labor to the farmers to meet the need. The employment service is making every effort to comb the Work Projects Administration and relief rolls for eligibles to work on the farms but the results are not promising. In some instances, a transfer to the farm and guaranteed return to the Work Projects Administration or relief rolls has been the obstacle in securing the interest of such persons, and in other cases, the recipients of such assistance were not suitable for farm labor. Greater promise seems to lie in the younger personnel in the Civilian Conservation Corps camps and on National Youth Administration projects.

The labor contractor is still to be reckoned with as a force and it can be definitely stated that the principles contained in H. R. 4675 have the full support of commissioner of labor, John J. Toohey, Jr. As far as defense workers are concerned, it is apparent that the conditions under which migrant agricultural laborers have been recruited do not prevail in general.

HEALTH RECOMMENDATIONS

The New Jersey Conference has taken definite corrective measures and made certain recommendations concerning the public-health problems involved in the employment of migrants. The State department of health prepared specifications for housing facilities giving minimum requirements for farm laborers. These specifications follow and are utilized by the New Jersey State Employment Service as a promised requirement from a prospective employer of migrants.

1. Use only of houses or special buildings for housing purposes, or of fully partitioned rooms or sections in farm buildings used for other purposes.
2. A place or shelter for cooking should be provided in connection with each building used for quarters.
3. Adequate privies or other toilet facilities should be provided convenient to each building used as quarters, separate facilities to be available for each sex, if both males and females of different families are housed at the quarters. Privies should conform to the State sanitary code.
4. A water supply, adequately protected from pollution, should be available convenient to each building used as quarters.
5. The floor of each building or room used as quarters should be of such material and condition that it can be readily cleaned.
6. Bunks or beds should be provided in each quarters, elevated from the floor.
7. Tight-covered receptacles for refuse and garbage should be furnished at each quarters and removed and emptied frequently.
8. Each building and compartment used for sleeping or living quarters should be so constructed as to afford light and ventilation.
9. Preferably, a room or shelter for bathing purposes should be available at each quarters, separate for each sex if males and females not members of the same families are housed at the quarters.
10. When adult males and females are housed in one building, separate rooms, set off by substantial partitions of ceiling height, should be provided for each sex and/or family.

11. A room or building used for sleeping quarters should not be overcrowded and should be occupied only by such number of persons that there is not less than 30 square feet of floor space per person.

FINGER PRINTING AND BLOOD TESTING

In cooperation with the State police, the department of health conducted a campaign involving voluntary finger printing and blood testing, social disease investigations, general public health problems, and living conditions of migrants in the fruit and vegetable growing areas. Through effective regulation and local cooperation, the police problem, among migrants is under control and no cause for alarm. It is expected that minor crimes in the agricultural areas will be considerably less in 1941.

Up to this time, the effect of the recently revised child labor law on the availability of agricultural labor has not been adverse. All possible means to facilitate legal employment have been exhausted by the child labor division of the New Jersey Department of Labor including the securing of wholehearted cooperation from the school authorities in Philadelphia, which city has been a large source of labor supply of the Italian family type.

The foregoing presentation indicates the soundness of approaching the complex problems of migratory labor through cooperative action by State government departments that are affected by such labor. The New Jersey Defense Council has studied some of the problems concerning defense workers, notably in regard to defense housing. Some housing projects are now underway as a result of these studies. As previously stated, the New Jersey Conference has also been watchful of any significant developments. Several member departments have observed the initial emergence of several interesting problems in connection with defense migrants and although there do not appear to be any concentrations of such workers in which the problems are presently acute, a proper planning is necessary to effectuate the correct solution when the time is propitious.

FIVE PUBLIC HEALTH PROBLEMS

For the blueprint stage, Dr. J. L. Mahaffey of the State department of health reports five public health problems resulting from increase in employment in defense industries, namely:

1. Proportionate increase in basic public health problems existing in the communities affected.

2. Problems of child care resulting when mothers of young children obtain employment in factories and leave the care of their children to others.

3. Increased loads upon public utilities as water supply and sewage collection and disposal systems.

4. Increased problems in sanitation of food and drink vending establishments in the immediate vicinity of large industrial plants.

5. Failure in some instances of Federal housing projects to comply with local ordinances regulating construction, drainage, etc.

Dr. Ernest A. Harding of the State department of education, indicates the need for relief from Federal sources to provide educational facilities at points of large increases in residents where defense efforts in industrial production or activities of the military establishment have created abnormal concentration. The existing educational structure was never designed to carry such a load, either physically or financially and relief is urgently required.

EFFECT ON SCHOOL PERSONNEL

The department of institutions and agencies outlines the effect of the defense effort upon personnel as follows:

"1. To deplete very seriously both the professional, technical, and custodial personnel, because of—

"(*a*) The high wages offered by defense industries.

"(*b*) The patriotic appeal.

"(*c*) The call into the services of Reserve medical officers and nurses.

"(*d*) The steady rise of the census of inmates in correctional, mental, charitable institutions accelerates the disproportion as between personnel and inmate population.

2. To hamper very seriously the recruiting of replacement personnel in all branches of institutional service, because—

"(*a*) The cream of all free available professional, technical, and custodial personnel in the community has been swept into industrial and defense services; and "(*b*) The civil standards of compensation (and State appropriations based on those standards) for institutional support make it impossible for civil governmental institutions to compete successfully in a competitive labor market.

"3. The lack of coordination between the National Youth Administration and the Civilian Conservation Corps creates a competitive situation as between two very useful arms of the Federal services to the disadvantage of both; until such coordination is realized there will be considerable loss of effectiveness in the defense effort. We believe that coordination would make for better utilization and training of manpower in the age grouping of 17 to 21 years and that an effective health and rehabilitation program is essential to an all-out defense effort.

"4. In the light of these statements, it seems apparent that while the defense effort should not slacken, in terms of developing the arsenal for democracy and preparing men to fight for democracy, that the civil services needed by all the people should not be jeopardized because of failure to plan constructively and to appropriate intelligently to meet those needs."

The initiation of the priorities program carries with it certain effects, especially amongst industries engaged in nonessentials, that require immediate attention. For various reasons, such industries must curtail production, and feasibly, an initiating force leading to migration of workers is conceivable. To prevent such a dislocation in any community, it is proposed to arrange for transfer of product to defense work. Such a program may entail alterations to equipment and building. To eliminate any loss in time in recommending whatever alterations may be required, it is urgent that approval be secured to extend the operation of a current Works Projects Administration vacant building survey to include occupied industrial buildings.

TESTIMONY OF C. GEORGE KRUEGER—Resumed

The CHAIRMAN. Mr. Krueger, your paper states that the employment service is making strenuous efforts to supply local labor for agriculture.

Would you describe this work in detail for the committee?

Mr. KRUEGER. Mr. Lepper will answer that question.

(The prepared material submitted by Mr. Lepper, of the State Employment Service, is as follows:)

STATEMENT BY H. J. LEPPER, ADMINISTRATIVE ASSISTANT, NEW JERSEY STATE EMPLOYMENT SERVICE

JUNE 17, 1941.

To: Russell J. Eldridge, Director.
From: H. J. Lepper, Supervisor of Contact and Clearance.

Attached hereto find three reports on the farm labor situation which is broken down into three specific districts; namely:

1. Camden, Atlantic, Gloucester, Cumberland, and Salem Counties.
2. Burlington, Mercer, and Monmouth Counties.
3. Passaic, Bergen, and Essex Counties.

After 3 weeks exhaustive study of the farm situation, I believe the attached reports give rather a comprehensive story of our farm situation:

I wish to call your attention to the fact we have not made a survey because we believe the farmer has been surveyed to a point he is beginning to resent further questioning for statistical purposes. Mr. Seabrook of Seabrook Farms recently made the statement that the full time of five of his employees is consumed answering questionnaires submitted by various Federal and State agencies, who request various figures on production, labor, and market conditions.

We have felt that the county farm agents are in close touch with the situation and from them we have been able to obtain information which is very helpful. From this information my original estimate of a shortage of possibly 15,000 harvest workers still stands.

As you know, my recent visit to Richmond, at which time I conferred with representatives of the seaboard States from Florida to New Jersey, causes me to feel justified in saying that the number of Negro migrants who ordinarily travel from Florida to New Jersey by way of Georgia, North and South Carolina, Virginia, Maryland, Delaware, and Pennsylvania, will be so reduced as to be ineffective. In past years the number of Negroes coming into New

Jersey ran from 5,500 to 7,500. So far the indications are that not more than 100 of these workers have found their way to New Jersey. While it is almost impossible for me to say just what may be expected when we come into the tomato or potato crops, I still feel there will be very few migrants available.

There is also the question of providing labor for the canneries which is very largely female workers. Most of our large packers, or canners, agree that unless we are able to uncover large reservoirs of female workers who are able to take up this work there will be a problem so acute as to make it necessary to establish some new method of handling the crop. With this in mind some of the canners are planning to turn the tomatoes into pulp and pack them in 5-gallon cans until such time as the actual handling of the crop is over, then to prepare them for other types of containers. This, of course, means that no attempt will be made to make up ketchup, tomato juice, etc., while tomatoes are coming in but that the ketchup will be made up later, using the pulp instead of the whole tomato.

NEW LAW CUTS ITALIAN MIGRATION

As to the peach and cranberry crop, where Italian families from Philadelphia are mostly used, we find that because of the child labor law very few of these Italians have been available. Just what will happen after the closing of the Philadelphia schools I am not in a position to predict; but, from all indications most of the male members of the family are engaged in defense industries in Philadelphia and there is a question as to whether or not the families will consider working in New Jersey this summer.

You will note we have tapped every possible reservoir of workers and had some success but the number of workers have only scratched the surface of the needed supply.

In addition to the three reports I also attach a report from Dewi Evans, field supervisor, on contacts made with the Work Projects Administration, National Youth Administration, Civilian Conservation Corps, financial assistance commission, and local relief organizations, which indicate cooperation but has not been very productive.

RECOMMENDATIONS

For the benefit of the House committee investigating national defense migration, I would like to point out a few important facts which might be considered as recommendations:

1. In previous years, because of the large number of migrants, as well as the great number of unemployed avaiable for this work, the farmer has more or less depended on these workers coming to his door for work. He has not been required to anticipate his requirements and, consequently, has given very little thought to the problem prior to the time he actually needed help.

2. Because of the defense program and a universal shortage of farm workers, it becomes necessary for someone to do some definite planning to meet the farm requirements and certainly the farmer has not shown any indication or willingness to take on this additional responsibility. There are many farmers in New Jersey today, who admit they have not taken any steps to provide labor to pick crops which will be ready for harvesting within ten days to two weeks. In other words, he is waiting for something to fall out of the sky.

3. The type of farmer referred to in paragraph 2 has been ready prey for certain types of racketeers who are now becoming rather active in our farm communities. It has been brought to our attention that certain men that we would normally call padrones are now circulating among the farmers offering to provide them with workers on a 10 percent basis. They are trying to boost the scale of wages and when they do receive orders they (the workers) are naturally distributed among those farmers paying the higher scale of wages because it means more to them in commissions.

The workers are also assessed on the basis of their earnings. Many of the workers secured by these so-called padrones could be supplied by the employment service without cost to either the employer or the employee. It has also been brought to our attention that in a few instances in the extreme southern part of the State some of these so-called padrones are collecting money from the farmer in advance of transporting the workers and the farmer has heard nothing from them since the money was given.

4. Some Government agency must assume the responsibility and see that a full utilization of the available labor is carried out through the means of coordination. Heretofore, farmers have employed large numbers of harvest workers for one crop. After the harvesting of that crop was completed, a

lay-off of several weeks occurred before another crop was ready for harvesting. The Employment Service has undertaken to utilize these people during the period of lay-off, or route them to available work and return to the first farmer in time for his second crop.

5. I do not feel there is any justification for the attitude which prevails among some farmers that this is a situation which must be reckoned with this year but that no future planning is necessary. All indications seem to point to the fact that this defense program embodies a 3 to 5 year period. It is, therefore, reasonable to expect that the condition will be more acute next year and any planning this year will be a step in the direction of meeting a future situation as well as the present one.

Therefore, some Government agency must be responsible for recruiting, planning and organization of the labor market.

FARM LABOR SURVEY—REPORT ON COOPERATING GOVERNMENT AGENCIES, JUNE 16, 1941

BY DEWI T. EVANS, FIELD SUPERVISOR

WORK PROJECTS ADMINISTRATION

The New Jersey State Employment Service has made every endeavor to recruit farm labor from the Work Projects Administration rolls. Work Projects Administration workers have been called in by our local offices in all sections of the State and offered available farm work with practically no acceptances of such job openings. One of the reasons advanced by Work Projects Administration workers for refusing the jobs included lack of experience in farm work. It has been the experience of our local offices during recent months that farm employers will accept inexperienced individuals and certain farm employers have said they would accept any person able to do physical labor. Other reasons for nonacceptance included physical inability to perform farm work although such individuals have been employed in laboring work during recent years on Work Projects Administration projects; ownership of home or family ties; minimum rates of pay, although farm wages in New Jersey have shown a decided upward trend during recent months; temporary nature of work and in this respect it is possible that interested applicants could secure from 3 to 6 months' work in many areas; refusal to leave home locality; lack of transportation facilities and hours of work.

The New Jersey State Employment Service has a cooperative arrangement with the Work Projects Administration that our local offices will report to the Work Projects Administration all qualified Work Projects Administration employees who refuse suitable farm work. Such individuals are reported to district and State Work Projects Administration headquarters for investigation of the reasons for refusal to accept farm work and possible release from Work Projects Administration. Up to the present time we have no knowledge of the release of such individuals other than isolated instances. Work Projects Administration officials have announced at meetings of farm groups that any farm employers in need of help and who had knowledge of experienced farm labor currently employed on Work Projects Administration projects should notify the New Jersey State Employment Service local office for the purpose of offering farm work to these persons and in the event of refusal that such individuals would be released from Work Projects Administration.

NATIONAL YOUTH ADMINISTRATION

The National Youth Administration has approximately 11,000 enrollees in New Jersey about equally divided between male and female youth. The average enrollee is employed approximately 50 hours per month and is free to accept full-time private employment at any time or to engage in private employment at any time he is not engaged in project employment. The National Youth Administration has agreed to publicize to all enrollees and applicants that the New Jersey State Employment Service has available farm-job openings in all sections of the State and suggest that all enrollees contact our local offices and secure information about farm openings. The reaction of the National Youth Administration enrollees to farm work has not been favorable for the reasons that it was temporary work and lack of transportation facilities, but primarily youths' desire for work experience other than agriculture and their desire and expectation of securing industrial employment with higher wages and regular hours of employment.

Although many of such youth have no work experience of any kind and have not been able to become regular wage earners, they are not interested in farm work. The National Youth Administration also has advised enrollees that any person accepting farm work will be immediately eligible for reinstatement with National Youth Administration upon the completion of available farm work.

The latest figures available show that only about 1 percent of National Youth Administration enrollees who left for private employment were employed by agricultural employers.

CIVILIAN CONSERVATION CORPS

The Civilian Conservation Corps has approximately 3,000 enrollees in some 20 camps in New Jersey. The Civilian Conservation Corps has agreed to cooperate in publicizing to enrollees the need for farm help and to suggest that enrollees contact State employment service offices for information regarding farm openings. A recent study in New York State developed the fact that farm youth were leaving farms for enrollment in Civilian Conservation Corps.

The Civilian Conservation Corps has advised that some few youth have resigned for farm work and such youth will be eligible for reinstatement after 3 months have elapsed from date of release. The Civilian Conservation Corps is also interested in verifying the validity of farm orders and the actual placement of enrollees to prevent enrollees from using farm job openings as a reason for leaving camp before expiration of enlistment period.

The New Jersey State Employment Service has planned to visit the various Civilian Conservation Corps camps in the State for the purpose of registering enrollees and to keep the camps currently informed regarding the needs for farm workers.

FINANCIAL ASSISTANCE COMMISSION AND LOCAL RELIEF ORGANIZATIONS

New Jersey State Employment Service offices throughout the State have cooperated with local relief organizations in endeavoring to fill farm job openings with physically able relief recipients. In some localities, the relief officials have furnished lists of employables on relief for the purpose of offering them farm work and in the event of refusal the possible stoppage of relief funds. Also, in some localities, relief recipients, after accepting farm work and whose earnings were insufficient to meet their needs have been given supplemental relief.

It appears, however, that a very large proportion of the current relief loads in many localities can probably be classed as unemployables because of age and physical condition and are not acceptable by employers.

FARM-LABOR SURVEY—REPORT COVERING ATLANTIC, CAMDEN, CUMBERLAND, GLOUCESTER, AND SALEM COUNTIES, JUNE 16, 1941

BY GROVER P. HEINZMANN, ASSISTANT SUPERVISOR OF CONTACT

Feeling that there would be a definite shortage of farm labor for the harvesting season of 1941, the New Jersey State Employment Service inaugurated a farm survey with the express purpose of locating any potential labor reservoir, and thereby assist the farmers and growers in their problems, which all felt would be acute.

With this idea in mind, a conference was held in the administration office of the employment service and a program of procedure was outlined by Maj. H. J. Lepper, administrative assistant and supervisor of contact and clearance. Stress was laid upon two phases of the problem:

(*a*) Probable shortage.
(*b*) Reservoir of supply.

The probable shortage was to be ascertained by personal contact with the farmers and growers, as experience has shown that the farmer is rather reluctant in filling out any questionnaire, despite the advantage that might accrue therefrom. The average farmer has no personnel director and is too busy working himself to give much thought to the labor situation.

All potential reservoirs of labor were to be exploited, which might prove of value to the farmer or grower.

FIELD SURVEY

When the survey was started, Mr. Carroll C. Adams was assigned to Cumberland and Salem Counties, and was accompanied by Grover P. Heinzmann, of the administrative office, for a couple of days. Mr. William F. Lehman was assigned to Camden, Gloucester, and part of Atlantic County and was accompanied by Mr. Daniel McKim, of the Camden office, for a couple of days. Upon the resignation of Mr. Lehman he was replaced by Mr. S. C. Berry. This résumé is a compilation of daily reports submitted by all field workers.

The investigators kept in daily touch with the county agents, who readily offered the services of themselves, as well as of their personnel and office facilities. The following agents gave very helpful advice and assistance.

Mr. F. A. Raymaley, Cumberland County.
Mr. George E. Lamb, Gloucester County.
Mr. Charles H. Gould, Camden County.
Mr. George I. Ball, Salem County.

Only a small portion of Atlantic County has been investigated at this date, due to the fact that the crops in the area will not be ready for harvesting until later in the season, at which time it is anticipated that labor will be available from other sections of the State, for cranberry picking. The Hammonton area has been contacted and at the present time there is a very definite shortage of pickers for the raspberry crop, which shows signs of being a bumper crop.

Daily contact was maintained with various auction and market masters, throughout this area, as these officials are in constant touch with the farmers in their district. The Vineland auction alone has some 800 accounts.

Most of the largest farms and some of the modest size, more individual farms, were also investigated, as were the processing and packing establishments. The consensus of opinion was that at the present time there is a shortage of approximately 6,000 workers in various phases of the agricultural and packing industries.

RECRUITING

Contacts have been established with the Work Projects Administration, National Youth Association, local State employment offices, county agricultural agents, school, church groups, Young Men's Christian Association, Scout troops, city and county officials, relief agencies, chambers of commerce, granges, farm auctions, both public and private, men and women of varying faiths and nationalities, who were unofficially known as leaders, or known to be persons of some influence.

The movement to help the farmers' labor problem seems to be meeting with universal approval. Without exception the investigators have been received freely and accorded every courtesy possible. In every instance cooperation or publicity has been freely granted and in several instances, far exceeded our requests. This has been notably so among the school authorities and city and county officials.

In talks to school children the following was stressed:

1. To work, when men are being drafted, is a patriotic duty.
2. Work out of doors, brings health and can be made pleasure.
3. By working for farmers, money can be saved for next year's school needs or can be invested in defense bonds to aid in the defense of America.
4. It is not thrifty to allow crops to perish and, it will cause prices to become higher for everyone.

Children were encouraged to devote at least a part of their vacation period to assisting some farmer or grower, as their part in the service of national defense. Hundeds of these youths have promised to work on the farms for a minimum of 2 weeks, but there is no yardstick by which the actual number who will report for this work, can be measured at the present time.

Recruitment of some workers from other localities has been primarily through the clearance machinery of the public employment offices.

The radio has been used and a number of articles and advertisements have been printed in local newspapers, as well as placards placed in public gathering places.

Very few people are available from the relief rolls, in the various municipalities in this area. In one town, no family groups or available workers; in another borough, only two old ladies and one old man on relief, all unemployable. One township, two men, aged 60 and 61; four persons aged 16 and 20 and local farmers had made provisions to take them. Another township one person aged 57 and six aged 16 to 27 who were available and were placed. This was the general condition throughout the area.

Approximately 300 help, exclusive of school children are available for farm labor at the present time. A large number of available help insist on returning to their own homes each evening, which is impossible on account of the distance and in some sections housing facilities are not available.

It had been hoped that Pennsylvania would be a possible source of supply but this has not materialized to any great extent. Some few have been placed throughout the area but latest reports are that the Philadelphia situation and potential supply was greatly exaggerated and the number that will be available is problematical.

HOUSING

Throughout the Vineland-Landis area, housing presents a difficulty, in that virtually none of the farms are equipped to either house or board any help. In general the needs of this area are less, but until some means of housing a group under a boss or padrone from which nearby farmers could draw their individual needs, little could be done by outside labor. These farmers have never hired large groups, and the induction service has taken a number of young men from their farms.

In the Cumberland and Salem areas, as well as the Hammonton district, many of the larger farms are prepared to adequately house a considerable number with the proper toilet and cooking facilities. This is more or less true in the Camden area. In some of the farm houses, electric lights are provided.

Where housing facilities are available, the farmer prefers that the workers dwell on the premises of the farmer who employs them. From the farmers' viewpoint this is very important. This local habitation makes them available at all times. The general complaint against the local labor is that they return to their homes each evening and considerable time is lost. Whenever work must stop due to storms or showers or heat become unbearable, localites return to their homes and refuse to return to the farm after the shower. The children hie to the swimming hole, ball field, or movies, whereas laborers living on the premises immediately resume work in the fields where they had left off.

WAGES

The matter of wages is a factor in obtaining help. A great many of the former asparagus cutters and berry pickers are now employed in the shipyards of Philadelphia and vicinity, as well as on construction projects and various industries, where the hours are shorter and the pay considerable over what the farmer or grower can afford.

Certain facts have become clear:

1. The farmer is now paying higher wage rates than ever before—from 3 cents to 5 cents per quart for strawberries, 25 cents per five-eighths bushel for peas, 20 cents per five-eighths bushel or 30 cents per bushel for beans, and $1.25 per hundredweight with bonus for full season for cutting asparagus. Growers and workers agree that a good worker can make from $4 to $6 a day.
2. In Gloucester County, male help receive $2.50 per day of 10 hours. In Camden County $2.50 is paid for male help and $2 for female help, but the workers must live out. In Hammonton day workers are paid 25 cents an hour and must board themselves or $30 a month with found.
3. In many cases these wages are out of proportion to the farmer's profits.
4. That with farm price levels as they are, he cannot compete with industrial wages.

One farmer placed an order for 50 berry pickers, at 3 cents per box, which help was furnished by a State employment office, but when he received the help he only agreed to pay 2½ cents per box. This is the only case of unfair practices which has come to our attention.

ORDERS

The farmer himself is greatly to blame for not having the necessary help. In past years he has depended upon the padrone or leader to provide his help but under present conditions, this help is unobtainable. A check at the various ferries, show that very few migratory laborers are entering the State at the present time.

With all the adverse conditions in the farm labor situation, the farmer has not made any exerted effort to better the conditions. Despite the request to make his wants known to the various employment offices, he still seems to trust to luck in having his wants satisfied.

Maj. H. J. Lepper, supervisor of contacts and clearances has addressed a number of farm gatherings, at which the importance of making their wants known were emphasized. These meetings were always attended by the county agricultural agents, the members of the farmers' local committees, as well as numerous farmers and employment service personnel.

It has always been stressed, that if they, the farmers, have any labor difficulty, they should consult the local employment service manager, and then the service might be in a position to assist. Emphasis was laid on the fact, that the employment service could not and would not promise relief or anything definite, but would use every means in their power to fill the wants of the individual farmer.

These meetings have been held throughout this and adjoining areas, such as Bridgeton, Woodbury, Mount Holly, and other sections.

Throughout the entire area, few orders have been placed with the employment service, but upon talking to individual farmers, they state they have not placed orders but will take any help that might be available. This makes the task of the service unduly difficult, as we recruit workers but have no orders to place them. This condition, however, is being rapidly improved and by the efforts of the field workers, market masters, and others, the farmer is beginning to realize the service is his friend and trying to help him.

Referral of help by the employment service direct to the farmer has not proved very satisfactory in the solution of the problem, due to two causes, namely, lack of finances on the part of the laborer to reach his destination and to poor road directions. It has also been found that when a person who has been referred reaches the farm, he is told that help has been obtained from another source, hence the applicant is disappointed and suffered financial loss and the employment service has lost a worker, as he generally attributes his difficulty to the service.

The most satisfactory method has been found to have the applicant for work and the employer meet in the employment office, where all details can be arranged as to wages, housing, and transportation and both parties depart satisfied.

FACTORS IN PLACING OF ORDERS

Two factors enter into the placing of orders:

(*a*) Weather conditions.
(*b*) Market fluctuation.

Some commodities or produce may be left unharvested for a considerable time, until market conditions are favorable, but this is not true with the great majority of farm products. They must be picked or harvested when ripe or mature, regardless of price. This necessitates quick action on the part of the employment service to furnish the required help, if available. It seems next to impossible to get the farmer to anticipate his requirements by as much as 2 days, in order to permit the service to function properly.

The farmer anticipates his requirements for necessary equipment, such as crates, boxes, and equipment 6 months in advance but cannot seem to anticipate labor requirements 2 days in advance. They generally call up in the afternoon and state they want pickers the next morning. They have even told investigators they had all the help they could possibly use and the next day want 20 or 30 pickers.

It has also been found that a gradual readjustment of employer specifications is evident. Skill and experience requirements are more lenient, nor are racial characteristics the determining factor in obtaining labor.

Another reason why more orders are not in the employment offices, is that a great many farmers do not yet know that such a service is available. It is surprising the number of farmers and growers who have not heard of our service despite the radio, newspaper, and placard publicity.

It has often been said that the farmers do not readily take up with new ideas, nevertheless, they seem to be really pleased with the employment service assistance. Very generally they seem to feel that it is the one big boost that they need. A farmer who called at one of our employment offices, discussed his problem with the manager and one of our field representatives; upon leaving he stated "Well, I didn't get exactly what I came for, but I'm going out feeling an awful lot better than when I came in. You know it makes a man feel good to know there is someone willing to help him, even if he can't."

Another farmer when thanked for an interview, laughed and said "It's me who should thank you, and I hope you'll come back when you can. I was feeling pretty blue when you came in, now I feel like buckling down again."

It has been quite customary in the past for itinerant workers to just travel the roads and be picked up when and where necessary.

No definite figure is available at present of the number of people placed by the employment service, nor of the itinerants that may have been employed, but the chance of recruiting much common labor in the area is not very great, since there are no congested housing areas, excepting in the city of Camden. This district must receive help from outside sources in addition to school children who might be available.

CONDUCT AND EXPERIENCE

Regarding relief clients, it seems that the farmers and growers are unanimous in their opinion that persons on relief and Work Projects Administration workers are not interested in farm labor. Particularly is this true of Work Projects Administration, who feel that the work is of such an uncertain nature that if they were to leave Work Projects Administration jobs or go off relief there is always the question in their minds of being reinstated.

The National Youth Administration immediately reinstate any of their group who take temporary employment.

A few farm hands have been secured through the Pennsylvania Employment Service, and in a number of cases have proven very unsatisfactory. One farmer in Cumberland County was somewhat discouraged by his experiences with pickers drawn from Philadelphia. They reported without bedding, equipment, or supplies. He furnished all. After a big meal four left the first night, and only one now remains. This one is rated as "fair." They defecated all over the house when two outside "privies" were available within a few feet of the house, and broke nearly all the window glass. The few berries which they picked were so badly crushed that they all had to be repacked. The after school children were also very unsatisfactory. They romped and played through the patch until they did more harm than good. He abandoned his strawberry crop, will plow his fields under. His pepper plants are going to waste, waiting to be set, and he has beautiful fields of raspberries and blackberries to be picked in season.

In isolated cases migrant workers have made application to farmers, but no steady influx as in former years.

The padrones have been unable to obtain help. A few farmers have families that they have employed for 10 to 12 years, but they are the exception.

Some of the farmers are very well pleased with the help furnished them, but the people who have been taken from relief rolls are not satisfactory, and cause considerable damage.

WORK PROJECTS ADMINISTRATION

The Work Projects Administration is a bone of contention among the farmers and growers. As one farmer stated "the Work Projects Administration is building a very fine road past my farm but I cannot get help to harvest my crops so that I might take advantage of the road."

It is the contention among farmers that all Work Projects Administration projects should be closed down during the harvest season. They may or may not distinguish between actual construction jobs and play work but nevertheless they resent seeing large groups of apparently able-bodied men doing things which they feel could, at least, wait until perishable crops are harvested.

Resolutions have been passed and forwarded to county and city officials, asking the sponsors of these projects to close them during the harvesting season.

While the various civil authorities feel kindly toward the farmers' problems, they are also resentful against the various resolutions adopted by the farmers. At heart they appear to be with the farmer but politically with the Work

Projects Administration worker. Farmers have pointed out any number of men working on projects, who formerly worked on farms.

The mayor of one municipality feels the agitation over Work Projects Administration rolls is overemphasized, that the men employed on Work Projects Administration in his city are doing useful work such as extension of sewers and water mains. The farmers claim this can wait until the harvest season is over. Also complaint is made of Work Projects Administration projects on the State highways. Weeding the gutters is one of the projects. Weeds have been in the gutters for years and could wait another 2 or 3 months.

One farmer had six men employed on his farm and all were certified for Work Projects Administration work and left immediately and it was only through the efforts of an employment office manager that they returned to the farmer.

Some of the city fathers claim that only a few men are engaged on city projects over which they have control, the majority are county and State-wide projects. As a rule it ends up by the city fathers stating they would have a conference with the Work Projects Administration officials and there the matter rests.

CALL ON WORK PROJECTS ADMINISTRATION UNFRUITFUL

At several meetings held throughout the area, officials of the Work Projects Administration were present and promised fullest cooperation with the employment service. They promised that any person on Work Projects Administration projects who refuses to take suitable work, providing he is qualified, or who even refuses to call at the New Jersey State employment offices for an interview, would upon certification of the office manager be dropped from their rolls. To date this has not materialized excepting in a few isolated cases.

In one of our offices, 50 Work Projects Administration workers were called in for an interview regarding farm labor; about three showed up. In another office 200 were called in, and only a few showed up. The Work Projects Administration authorities were immediately notified, but as far as can be learned the men are still on Work Projects Administration. One manager was informed that 50 percent of the names submitted were of men no longer on Work Projects Administration and 60 percent of the remaining did not have any farm background. Yet every card on file in the office showed a very definite farm background.

In various phases of farm work, experience is not a requisite, but certainly a man who can handle a pick and shovel all day could do some of the farm tasks, such as picking berries or fruit.

At one of the county meetings a large apple grower stated that last year he employed men with one leg or one arm. At least they could pick the fruit from the ground and put it in baskets and if necessary would do the same this year, if they only had one eye.

At the present moment raspberry pickers are badly needed in the Hammonton area and 30 families could be placed immediately with first-class housing conditions. However, it is not anticipated that this help will be available.

Onions are ready for picking and as the price is considered high, the farmers are anxious to take advantage of the rise in the market.

In every case of certification to the Work Projects Administration officials the employment managers have carefully gone over the registration cards and eliminated all with physical handicaps and the aged. Every effort has been made to comply with all the rules and regulations so that no hardships would fall on anyone involved.

CAUSES OF LABOR SHORTAGE

The significance of the farm-to-factory movement can be more readily noticed each day.

The shortage of farm help can be attributed to several causes, such as induction of men into the Army and National Guard units and by migration to defense industries; job seekers whose sole training and experience have been on the farm, are reluctant to accept farm wages while opportunities for higher pay in defense jobs are believed to exist.

Large Federal defense construction projects, plant expansion, and building of housing facilities are probably the chief cause of farm shortage. Unskilled workers are reluctant to bind themselves to low paying jobs on farms where there are employment opportunities at better rate of pay in defense construction projects and in the mills.

One farmer in Salem County who had a large acreage of asparagus and formerly received his help from Philadephia was unable to get one person. He has used the same Italian families for the past 10 years but today the men are employed in industry and the women will not come without their children. This farm adjoins a large Government project upon which laborers receive 90 cents an hour, whereas the farmer pays 35 cents, hence no labor. Also, adjoining or in close proximity to it is a large defense project upon which 600 Work Projects Administration workers are engaged. In the immediate vicinity large asparagus fields were going to seed for lack of cutters.

Other reasons for labor shortage are the child-labor law and the compulsory school attendance law. Families who would have liked to avail themselves of the chance to make money picking strawberries, peas, and cutting asparagus could not bring their children, and of course, would not think of leaving them behind. I believe that many educators do not feel that the law serves the purpose intended, but of necessity must abide by it.

ACREAGE

The drought this season, while disastrous to the farmer, has nevertheless afforded a little relief to the New Jersey Employment Service. Daily could be seen the demand for harvesters, principally strawberry pickers, wane, when of a normal season it would have been on the increase. Therefore we should not delude ourselves with any false idea of the farm-labor shortage. The shortage is acute and of very great import.

Many threats to curtail plantings in the area, if labor does not become available.

Throughout Cumberland and Salem Counties, there seems to be a little breathing spell right now. Much of the berry crops were destroyed by the hot, dry weather and some went unpicked for lack of labor. The pea crop is also seriously affected by drought and the bulk of the snap beans are not yet mature. However, the real problem still to be faced within the coming month is the tomato, sweetpotato, peach, and apple season. For both tomatoes and fruit picking an adequate supply of labor is necessary, as 1 day's delay may ruin the pick.

This shortage of labor will also be felt in the canneries, where a considerable shortage is anticipated. One cannery alone expects a shortage of 300 workers.

One great potential loss lies in the fact that while available help is used to salvage a crop, the correct seasonable cultivation and crop care is neglected. Here again an abnormally dry spring with cold nights has been of some aid to us. Weeds have not been nearly so troublesome.

One farmer in Salem County pointed out 100 acres of asparagus of which he had only cultivated 3½ acres. He remarked that that was not his way of farming but he could do no better. He also stated that in all probability he would cut the acreage next year.

Due to the drought the strawberry crop was a dismal failure. In one locality the market master stated that in 1940 the yield was $50,000, whereas the 1941 yield was only $16,000. Only 25 percent of the acreage was available for marketing but the price was slightly higher.

In Cumberland and Salem Counties, there was a very definite shortage of asparagus cutters and a large acreage had to be abandoned due to the shortage of labor.

Cumberland County farmers claim they lost $30,000 in berries in 1940 and it was anticipated that the loss would be greater this year due to drought.

A large farm in Cumberland County with an annual pay roll of about $32,000 lost all early "green crops," a loss of about $2,500. Very short handed on asparagus. Wages increased 20 percent this year, yet unable to get help. The manager states that the only solution will come from State or Federal Government supplying help from whatever means is possible.

RÉSUMÉ

In checking daily notes and reports from all sources there is found such unanimity of opinion that it would be difficult to submit a lengthy report without much repetition. One fact seems to be in almost every mind and that fact is that the farm labor situation is so vital and complex, that to quote one farm manager: "If the State and Federal Governments doesn't give the farmer manual labor, then he, the farmer, is licked."

The idea of curtailing planting to a bare minimum, hoping for higher prices to help him out is a common subject of discussion.

If the country wishes to continue to eat and feed its military forces. it seems that it may be necessary to organize an army of farm workers, to coordinate the States' efforts.

One example of the indifference of the farmer is found in his lack of understanding of what the various agencies are trying to do. A county agent with 840 farms in his district sent out 875 cards asking for help data; 93 were returned of which 46 needed no help then and 47 wanted help—129 for tomato, 246 berries. 186 peaches and apples, and 79 for other vegetables.

One farmer placed an order with the employment service for 20 farm workers. The next morning, the office manager telephoned the farmer that 24 workers were in the office ready to be taken to the farm, and the farmer replied that he was too busy to come for them.

Much of the lower class labor in the cities if made available to the farmers would become increasingly valuable; but to become useful it must be organized and handled by an able organization. The farmer left to his own resources could never handle the situation.

Farm-Labor Survey—Report Covering Bergen, Morris, Passaic, and Sussex Counties, June 17, 1941

BY GROVER P. HEINZMANN, ASSISTANT SUPERVISOR OF CONTACT

In compliance with instructions from the administrative office of the New Jersey State Employment Service, a survey of farm-labor requirements was undertaken by Mr. Edward V. Donald, Mr. Lester Burns, and Mr. E. R. Torkelson, employees of the service.

Mr. James B. Fawcett, Passaic County agricultural agent, and Mr. W. Raymond Stone, Bergen County Agent, were contacted and were found to be 100 percent in favor of the survey. They had tried to attempt something of this nature but without much success. Each was asked and submitted a list of key farmers in their territories. Of the 130 names submitted, approximately 75 have been contacted and in a majority of cases the farmers were receptive to the idea and expressed their views in that there is a definite shortage of farm labor and in some cases were going to plow crops under because labor was not available for harvesting.

All office files have been exhausted. Work Projects Administration men have been interviewed to uncover any potential farm help. Relief agencies have been contacted and all able men interviewed, finding very few able to do farm work. Meetings with National Youth Administration officials have been held and talks given to gatherings of National Youth Administration boys with a few showing a willingness to do farm work.

In one instance, 21 youths were interviewed, 9 found willing to do farm work and referred. Of the 9 referred, 1 reported and worked 3 days. Following that experience, any person able and willing to do farm work was delivered by the field representative direct to the farm, leaving no excuse such as not being able to find the place, etc.

Contact was made with Mr. S. H. Kneisel, field agent of the department of institutions and agencies, division of parole, and have placed one boy, the outcome of which at the moment looks none too good. Contact has been made with the Passaic County Boy Scouts. Principals of various high schools have also been contacted; 168 high school undergraduates who have all expressed a desire to work on the farms during the summer months have been registered.

In Morris and Sussex Counties the living conditions upon most of the farms are very poor and the pay is far below that of other sections of the State. Many complaints have been received from persons referred to farm jobs of the poor food and irregular meals. On larger farms, such as the Ideal Dairy Co. at Branchville, have no difficulty in securing help, as their pay is very good—from $80 to $100 a month, room and board, with good housing conditions. Franklin Lakes Dairy is another large dairy farm that does not experience any difficulty in obtaining good help. In Bergen and Passaic Counties there are few farms with housing facilities. The majority wanting to hire day workers. In most all cases, workers must furnish their own transportation.

FARM WAGES VARY

The wages throughout the area vary, and each individual farmer has his own wage scale. In Bergen and Passaic Counties some farmers pay from $2.50 to $3 per 11-hour day in the spinach and lettuce fields. Others pay $2 to $3 a day in carrots and beet fields. One farmer pays $3 to $4 to high-school boys who work from 7 a. m. to 6 p. m. Another farmer will employ boys only at 25 cents per hour, working from 6 a. m. to 5 p. m. This farmer claims that older men know too much as to how things should be done and wants boys to use his method; $2.50 per day is paid in rhubarb fields, working from 7 a. m. to 5 p. m., and $2 for general farm labor. Truck farmers receive $30 month and found. Others pay $3 to $4 a day for experienced men, but will not hire boys; $2.50 to $4 a day for vegetable pickers and bunchers. Will use girls for packing. In this area there is no uniform wage scale.

In Morris and Sussex Counties the lowest pay for milkers is $20 a month, room and board; highest pay is $60 a month, room and board. Nonmilkers lowest pay is $30 per month, room and board; highest, $60 a month, room and board. None have provisions to take care of their families.

One job at present is open—a job for a farm hand, no milking but the wife to do the housework; no children; rooms provided; the pay will be $40 per month. It will, therefore, be noted the pay scale is very low in comparison with the work required.

In no case has an order for labor been solicited, but openings for approximately 75 men have been found; 24 men were referred and 13 secured jobs—1 a veteran. In Morris and Sussex Counties, very few orders are received for farm hands, most of the orders being for milkers and for single men. There are very many small dairy farmers who are not in a position to pay a wage in comparison with the larger farmers and they are the ones who are constantly in need of suitable help. This section has very little truck farming or fruit growing. In the harvest season, the situation is not very much intensified, as these farmers only harvest fodder for their cattle and very little of that.

As the crops ripen, the need for farm labor in Passaic and Bergen Counties will be greater. One fruit farmer contacted said he would need 50 to 75 pickers after August 1. From June 15 to November 1, every farmer in this area will need extra help. About the middle of July cabbage and tomatoes will come in. In the northeast section of the county the main crops are sweet corn, cabbage, and tomatoes. These farms run up to about 90 or 100 acres, but most of the heavy farming has been done and the farmer will not need any help until the sweet corn starts to come in.

TRANSPORTATION OF DAY WORKERS

Transportation of day workers presents a problem which may be solved by getting the young men to go to the farms in a car that belongs to one of their number. This has not always been successful because most of these 16- and 17-year-old boys do not own automobiles.

A very definite shortage exists in Passaic and Bergen Counties and will become greater as the season progresses, when tomatoes and sweet corn ripen. However, there is no accurate figure as to what this shortage will be, but it will be at least 600 workers.

Contact with Work Projects Administration workers has not proved very satisfactory up to the present time, and no workers from this source are available.

While the farm situation for the moment is not too critical, everything must be done to alleviate a threatened shortage of labor. Throughout the area, particularly on the truck farms, the labor load is variable, that is, 1 week a farmer needs 10 men and only 2 the next.

In some cases the farmers were skeptical as to the ability of the employment service to secure labor for them, and in these cases to promote a kindly feeling to the service every effort has been made to fill their needs first.

Several of the farmers have advised that unless they can get help immediately they will be forced to plow their crops under.

This résumé is a compilation of daily reports submitted by field representatives of the employment service.

FARM LABOR SURVEY—REPORT COVERING BURLINGTON, MERCER, MONMOUTH, AND OCEAN COUNTIES, JUNE 16, 1941

BY JOHN BUGDAL, ASSISTANT SUPERVISOR OF CLEARANCE

In the early part of April, it was realized that this year the employment service might be called upon to take a job which in the past was never a problem. This job would be the recruiting of farm labor for New Jersey farmers. The reason for this thought was the great expansion of private industry for the defense program which was being stepped up so rapidly that industry was taking on men over 40 and many other types who until 6 months ago hadn't the slightest hope of securing a fair job.

Aside from industrial firms being confronted with labor shortage, it was also found that there was developing a shortage of the many types of service workers, such as, nurses, hospital attendants, cooks, kitchen workers, service station attendants, and beauty parlor workers. It was only a few months ago that the employment service files were chockfull of registration cards of applicants for service jobs but today the files have been completely exhausted in the search for service workers.

Because of the shortages of labor in other fields, it was therefore assumed that a similar condition would prevail in the farm areas as soon as the harvest season was at its peak. It was felt that many factors would create the anticipated shortage. The influencing factors most likely would be the Selective Service Act and the defense program.

To get a picture as to the anticipated needs of farm labor for this harvest season, the following temporary interviewers were assigned: James Jackson to Mercer County; Howard S. Swann to Burlington County; and David Shulman to Ocean and Monmouth Counties. These men were to first of all tap all reservoirs of available labor, such as, relief directors' rolls, Work Projects Administration rolls, churches, schools, and neighborhood centers. They were to work with the county agent so as to get all the available information about his respective county and to assist him in whatever way possible.

QUESTIONNAIRE ON LABOR SHORTAGE

From the beginning of the program, the county agents have welcomed the work of our people. Mr. Swann, who is covering Burlington County, gets the utmost cooperation from Mr. Van L. Kensler, the Burlington County farm agent. Mr. Kensler was positive that the farmers were going to have a problem and he was very glad to know that we were interested enough to come into the field and offer our services. In the early part of April, Mr. Kensler's office made an effort to estimate the labor that will be needed to harvest this season's crop. He sent out a questionnaire to every farmer on his mailing list asking that they write in the number of people they had working last year, this year, and how many more would be needed for 1941. Of a total of 800 questionnaires sent out, 96 were returned indicating a shortage of 796 workers for the berry, vegetable, and fruit crops.

Mr. Swann then concentrated his efforts into recruiting as many farm workers as possible. He made a visit to most of the relief directors and certifying agents in Burlington County. These people also welcomed our efforts in seeking farm help by coming to them. They, however, could not offer much as the relief rolls were down to almost nothing—with only aged and handicapped people on their rolls.

Most of the relief directors told Mr. Swann that farmers were already calling them or had been in touch with with them about securing farm help and whatever physically able relief clients were on the rolls were referred to the farmers. In one case, the relief director advised Mr. Swann of two men who had been on Work Projects Administration until about 6 weeks ago but were laid off and since their lay-off had not been to the relief office as yet for relief. Mr. Swann called on these men and found that both had found private employment.

In visiting the certifying officers of some municipalities, Mr. Swann had a little difficulty in getting lists of Work Projects Administration rolls but soon he had lists being forwarded to the Burlington office. These lists were checked with employment service files and all persons showing the least bit of farm experience were sent for by the Burlington office. From this activity 101 names were sent to the Work Projects Administration headquarters advising that those listed refused to come in or if they came in refused to leave Work

Projects Administration for a farm job. The reasons given by them in refusing farm jobs was that they were paid on a work basis and if it rained or if the crop wasn't ready, they would would lay around or go home. Further, they claimed that farmers could not promise steady work and if a crop went bad they found it almost impossible to get back on Work Projects Administration.

CALL ON SCHOOLS FOR WORKERS

In a further effort to seek farm labor, Mr. Swann received permission from Dr. Kaser, Burlington County school superintendent, to call at various county schools and to speak before the school children asking them to offer about two weeks of their vacation to help Burlington County farmers. From these contacts, Mr. Swann built a tentative supply of about 200 workers for Burlington County.

He then started to call on the Burlington County farmers and found that most of them had never heard of the employment service and in some cases were reluctant to discuss their problem with him as they thought he was a labor contractor or "padrone." They had been used to dealing in the past with these labor scouts who received a flat hourly rate of from 25 to 35 cents an hour plus a percentage of the wages earned by the harvest hands. These labor contractors usually visited a farmer and contracted with him for his necessary help and then by using a bus or truck would go into the Camden district and round up these laborers. It is estimated that the padrones were making more than $100 per week on the labor they furnished the farmers. In many instances the padrones would get a load of people and deliver them to the farmer who offered the most for them and any surplus would be dropped off for the farmer who paid the next best rates. This method of distribution in some cases left the farmer far short of the necessary people needed to harvest his crops.

FARMERS EXAGGERATED NEEDS

Other farmers in the Burlington area exaggerated their needs. In one case, Mr. Swann had to travel to the far end of Burlington County to answer the call of a farmer there who had told the county agent that he would need 25 berry pickers for the next day. Mr. Swann found out that this particular farmer was crying before he was going to be hurt. It proved to be that the previous year he had been successful in getting in his crop with some 35 local people. This year he had noticed that articles were appearing in the papers about shortages of farm help so without contacting his source of supply from last year, he asked for help. Mr. Swann asked him to contact his local sources first of all and then to call on the Burlington office if he found he was going to be short. As the Burlington office did not receive any such request from this farmer, it was assumed that he was successful in getting local help or that his crop was burned up by the dry spell.

Another farmer on being visited by Mr. Swann said he had sufficient help having secured them through his field foreman. He had about 65 people working and said he would get along very nicely through the harvest of his vegetable crops. Two days later this same farmer called the Burlington office stating that he needed 25 cherry pickers for the next day. Mr. Swann contacted this man and told him that it was unfair to mislead us with information he had first given and besides that to ask for labor for the following day when he had promised to give the office at least 48 hours' notice.

It later developed that this same farmer also called the Camden office and placed the same order. By some very hard work, the Camden office had the required 25 pickers for this farmer who came in to take only 8 men.

Further visits by Mr. Swann to the farmers in Burlington County developed that they were getting their labor by themselves at the present time but did not know how they could produce the necessary pickers for the tomato crop which should start during the first week of July.

COMPLAINT AGAINST RELIEFERS

Although the farmers were going out and helping themselves to the extent of taking care of their present crops, they all complained about people on relief and Work Projects Administration rolls but at the same time would state that this type of labor was of no value as they could not and would not do farm work.

A meeting was arranged with the Burlington County Executive Farm Board on June 10, 1941 in the offices of Mr. Kensler, the farm agent. The farmers at this meeting appreciated our efforts in their behalf but at the same time were reluctant to talk about any problems. The attitude was that in some way or another they would bring in their crops. They all knew of certain shortages and of other anticipated needs but no farmer wanted to place definite orders.

A Civilian Conservation Corps camp was visited at Chatsworth at which there were some 130 colored enrollees who should all be qualified for harvesting work. The camp commander, Garret H. Schufeldt, advised that contact would have to be made with both Mr. Charles Wilbur, State conservation and development director, and the Civilian Conservation Corps headquarters in Trenton for the release of any of the enrollees to farm jobs. To date sufficient orders have not been received by the Burlington office to warrant a request for the aid of Civilian Conservation Corps enrollees.

The Burlington office tried to bring Work Projects Administration workers into contact with some of the farmers by arranging meeting dates at Mount Holly and Moorestown relief offices. On June 5, only 4 Works Projects Administration workers made an appearance at the Moorestown relief office. They all turned down farm jobs. Another dozen men remained out in the hall and after overhearing that the jobs were on a farm refused to come into the office for an interview. On May 26, this same procedure had been followed at the Mount Holly office. Only 9 men showed up after 43 call-in cards had been sent out. Seven of the men who made an appearance were referred to farmers in the Mount Holly area. A check on the following day showed that only 3 men made an appearance at the farms and stated they would report for work the next morning. They did not live up to this promise as of the visit to the farmer on the following day.

A total of 101 names were sent to the Works Projects Administration headquarters by the Burlington office. These names were of applicants who in the opinion of the Burlington office were qualified to do farm work and had been sent call-in cards but did not respond to them. A couple of weeks have elapsed since sending of this list to the Works Projects Administration headquarters, but the only reply to this was an acknowledgment of a first list of only 9 names which had been submitted after the meeting at the Mount Holly relief office. The Work Projects Administration had replied that 2 of the men listed were not on the Work Projects Administration and that the other 7 did not show farm experience.

Mr. Schulman, who is working in both Ocean and Monmouth Counties, acquainted himself with Mr. Herbert C. Bidlack and Mr. M. A. Clark, the county agents of Ocean and Monmouth Counties, respectively.

SHORTAGE AMONG POULTRY GROWERS

The present shortage of farm labor in Ocean County is among the poultry growers. This has been a chronic problem in this county for some time. The main reason for this problem is the fact that poultrymen do not offer an incentive wage that can be compared with the wages offered by vegetable, berry, and fruit growers. The Toms River employment office has had many orders in the past for poultry hands. It was a real problem to get applicants to even consider such jobs, as the poultrymen wanted experienced hands for $3 to $5 a week. This season the Toms River office has also had similar requests, but in most instances they were successful in getting the employer to offer about $2.50 per day. They were able to point out that service workers in the seashore establishments were receiving $3 and $4 a day and it would be impossible to find applicants for poultry jobs for anything less than $2.50 per day.

The Ocean County agent advised that he had sent out 375 questionnaires in an effort to get a picture of the farm help needed for this season. To date, Mr. Bidlack had not received a single reply to his questionnaires. This might be accounted for by the lackadaisical attitude of Ocean County farmers in general or because Ocean County produces a late season crop, such as cranberries and blueberries. It is quite likely that the failure of the county agent's survey up to the present is predicated upon the fact that a majority of the Ocean County farmers are cranberry and blueberry growers and that it is still early for them to express concern about harvest labor since their crops will not be ready for harvest until a period beginning about the middle or latter part of July.

LABOR NEEDS IN CRANBERRY BOGS

Mr. J. H. Hayes, the manager of the Toms River employment office, felt that the cranberry and blueberry growers would be able to meet their labor problem by the same methods used in the past, i. e., by contracting for the cranberry and berry pickers with Philadelphia labor contractors. Mr. Bidlack, the county agent, had other views even though his survey showed no results. He said that it was true that the berry growers did not experience too much difficulty in securing pickers in the past as there were no restraining factors to prevent children from working with families in the bogs and fields.

Mr. Bidlack felt that the child-labor law would prevent many farmer workers from coming into the area because the family could not make as much money as they did in the past if the children were prohibited from working. He further thought that because of the step-up in private industry it was very likely that families having one or two boys who formerly worked in the cranberry bogs with their parents will not be available this year as the boys have gone into either defense industries or replaced people in other industries in the Philadelphia metropolitan area.

Very little recruiting was attempted in Ocean County as the problem did not seem as serious as in other counties. An attempt was made to recruit some strawberry pickers and it was found that 12 young people were available in the Lakehurst area who were willing to work as pickers provided that daily transportation could be arranged for them. The transportation of these people proved to be the obstacle in referring them to any Burlington County farmers in time for strawberry picking.

Mr. Schulman then concentrated his efforts in trying to get a picture of the farm problem in Monmouth County. His meeting with Mr. M. A. Clark, the county farm agent, was very enlightening as to what the Monmouth County farmer was going to need in the way of farm help. Mr. Clark offered all the resources of his office to Mr. Schulman.

SITUATION OF POTATO GROWERS

It was found that farmers in Monmouth County are predominantly potato growers who had always relied on securing their farm labor from contact men in Virginia and Florida. They were found to be short of some farm labor now, but this shortage would not cause any immediate problem, as some migratory workers were drifting through and were taken on to take care of the cultivating work. The shortage should become very serious in July, August, and September when potato and tomato crops would be coming through.

The Monmouth County agent's survey showed a total response of 76 returns from approximately 500 questionnaires that were sent out. The response to the survey can be broken down as follows: 15 truck farmers need 68 workers and 9 general farmers needed 22 workers immediately; 22 potato growers anticipated a need of 219 workers starting July 20; 9 tomato growers anticipated a need of 64 workers starting August 15; 3 berry growers anticipated a need of 66 workers immediately and continuing until August 1; 10 tree fruit growers anticipated a need of 114 workers starting August 1 to October 1; and 17 farmers believed they could harvest their crops without any additional labor. Briefly, 59 farmers need 553 workers, but it must be remembered that this figure only represents a small fraction of the entire Monmouth County farm mailing list.

Mr. Clark definitely felt that although there is a present shortage of labor in Monmouth County, this shortage will be amplified very much as the season progresses. He said that farmers in this county were dependent upon migratory labor and that only a few of them have gotten some assurance from their labor contractors that they will furnish labor as they did in the past. Mr. Clark agreed that the farmers should be awakened to the fact that they will be confronted with a labor problem and that they should contact their source of last season's supply and if that source could not furnish the workers, they should immediately contact their nearest State employment office and ask for assistance.

Mr. Schulman had suggested a meeting of either the farmers or their executive board but Mr. Clark felt this would be futile. He based this on an experience he had last season when he sent notices to his entire list of farmers about a meeting at which they could find out about a plan to market their potatoes at a better profit. Only 15 farmers came to the meeting which was to be of the utmost personal benefit to every farmer. Instead of a meeting, Mr. Clark suggested newspaper and radio releases in the farmer's columns and over WOR Farmers' Digest program which is listened to religiously by the farmers. He believed this would be the best medium of bringing to the attention of the farmer the importance of his carefully considering his anticipated need and the possibility of his getting his help to harvest his crops.

FARMERS IGNORE EMPLOYMENT SERVICE

In a conference with Mr. J. C. Hendrickson, president of the Monmouth County Farmer's Association, Mr. Schulman found that farmers in Monmouth County had no idea as to why the New Jersey State Employment Service was operating nor what it could offer in the way of service to any employer. Mr. Hendrickson is probably one of the most progressive farmers in central New Jersey but he had never heard of the State Employment Service. He was amazed that there was no charge for the service and was glad to know of the location of the nearby offices. Even though Mr. Hendrickson was a large grower, he was in other respects no different than any other farmer. His crops were planted but "he had not given any thought to where he would get anyone to harvest them." He further expressed himself as willing to let any of his help leave him rather than pay a little more wages to keep his help.

At Mr. Hendrickson's suggestion, a meeting of some of the growers in Monmouth County is being arranged so that they might discuss their labor needs and the possible sources of supply. Mr. Clark, the county agent, is arranging the meeting for Wednesday evening, June 23, at a place to be fixed by himself and Mr. Hendrickson.

POSTERS CALL ON WORKERS

In an effort to recruit applicants for farm work, posters, urging workers to apply at nearest employment office, have been posted in best possible spots in Monmouth and Ocean Counties, such as, post offices, stores, firehouses, and relief offices. Further, Mr. Thomas Harper, Monmouth County school superintendent, was contacted. Mr. Harper favored the idea of appealing to the school students to sacrifice a part of their vacations by registering for farm work. A letter of introduction was prepared for Mr. Schulman allowing him permission to speak at Manasquan High School, Red Bank High School, Freehold High School, Broad Street School in Freehold, Court Street School (colored) in Freehold and Neptune High School. From these schools approximately 225 recruits were secured with more than 50 percent of them showing farm experience. These recruits would be available after June 15 when school would close.

Most of the relief directors in Monmouth County have been visited and they all reported their relief rolls at a minimum. Those on relief rolls are physically unable to do farm work.

Mercer County to date presents only a small part of the problem that other counties are experiencing. James Jackson, who is covering Mercer, has made himself acquainted with Mr. A. C. McLean, the county agent for Mercer County, Mr. McLean has advised that the major crops in Mercer County are potatoes and tomatoes. He has not made a survey of the labor needs in his county but he feels, as do the county agents in Burlington, Ocean, and Monmouth Counties, that there will be a shortage of harvest workers after July 15.

Mr. Jackson has called on a number of the larger growers (30 to 350 acres) in Mercer County. It was found that the major crops were potatoes and tomatoes followed by grain crops, wheat and rye, and some corn and beans. The average rates offered for this season are: Potatoes, 4 to 8 cents per bushel bag; tomatoes, 5 to 7 cents per basket; wheat, 25 to 35 cents per hour—$20 to $40 per month.

ORDERS FOR HELP WITHHELD

The farmers that were contacted gave information about their acreage, help, wages, etc., as compared to last year, but would not give a definite order for farm help, as they were all prone to wait until they heard from either the padrone or labor contractor who had furnished them with workers last year. The padrones seem to have produced laborers from sections of Trenton and Hightstown, while the labor contractors furnished help from Virginia and Florida.

The laborer contractors usually contact the farmers as early as December to contract with the farmer for his needs during the coming harvest season. It was found that in only one case a farmer was contacted by a Virginia labor contractor who promised to deliver 70 workers. The other farmers were still waiting to get word from their contact men.

Inasmuch as the farmers seemed to be content for the present it was decided to make a recruiting drive, as it was felt that before long the Mercer County farmers would be needing help, and if we were not prepared to meet their requests, at least in part, we would be pounced upon by every organization in the farmer groups.

Mr. Jackson first called on Mr. Michael Commini, who is a leader in Italian circles in Trenton. Mr. Commini promised to acquaint persons of his nationality to register at the Trenton Employment Office if they were interested in farm work. He also suggested that we submit copies about farm labor shortage to the several Italian-language newspapers that have an extensive circulation in Trenton. He further suggested that Mr. Francis A. Caputo, director of the Italian Social Center at 232 Hamilton Avenue, Trenton, be visited. Mr. Caputo was contacted, and promised to do everything in his power to direct applicants to the Trenton office for registration. He also promised to submit an article to the New York Corriere, an Italian-language newspaper.

RECRUITMENT OF COLORED WORKERS

Mr. Jackson also visited Mr. Hilmar Jensen, executive secretary of the colored Young Men's Christian Association, and sought his help in recruiting colored applicants for farm help. Mr. Jensen was very cooperative. He sent a letter to all the pastors of colored churches in Mercer County asking that they bring to the attention of their congregations the need for farm labor, and to direct all interested applicants to the Trenton Employment Office.

Signs urging workers to register for farm work were posted in all of the colored neighborhoods in Trenton, Princeton, and Hightstown. From his visits to the colored sections of Mercer County, Mr. Jackson found that many of the colored residents were reluctant to register at the Employment Service office, as they were accustomed to having farmers from various Mercer County districts, as well as from Morrisville, Pa., drive into central points, such as, the "stone bridge" in East Trenton each morning, pick up a truckload of workers and then bring them back in the evening. The workers saw no need of registering for work when employers practically picked them up on their doorsteps each morning at 6 o'clock.

A Mr. Henry Jones, of 42 Seward Avenue, was found to be one of the colored leaders in Trenton who has been instrumental in supplying farm help for Mr. Dilatush. Mr. Jones stated that he knew of agitation going on among his race to form a farm worker's union in an effort to harass the various farmers. He felt that this was a poor movement, as the workers had very little to complain about in either sanitary and housing conditions offered by such men as Messrs. Dilatush and Cubberley or in the wages offered by these growers. He added that he will not let down Mr. Dilatush this season as to producing farm help for him.

It was found that Mr. H. P. Collins and Mr. Hill, principals of Junior High School No. 1 and the Lincoln School (colored), were also very cooperative. Mr. Collins sent a mimeographed letter to all the home-room teachers pointing out the need of farm help for New Jersey farmers. As a result of this activity, Mr. Jackson secured the registrations of 66 students who were interested in giving up part of their summer vacations to work on farms in Mercer County. A similar number of recruits were registered at the Lincoln School through the efforts of Mr. Hill.

Farm Labor Survey—Recruiting Farm Labor June 16, 1941

BY JOHN BUGDAL, ASSISTANT SUPERVISOR OF CLEARANCE

After the interviewers, making the farm-labor survey, have been in the field for a few days, it was found that the need in the Cumberland and Salem Counties would be greater than the number which could be recruited by local employment offices. Therefore, to meet this need, it was decided to ask the help of the Philadelphia Central Employment Office in securing workers for south Jersey farmers.

The Philadelphia office was contacted and offered its fullest cooperation contingent upon our offices giving them at least 48 hours' notice of any requests.

It was agreed to first of all to make a preliminary search of the Philadelphia files to determine the possibilities existing there.

On May 22, 1941, Miss Rosemary Liebhauser and Miss Alma Evans visited Mr. Daniel J. Littley, the manager of the Philadelphia Central Employment Office. They were given access to the files and after a study decided that it would be worthwhile to call in all persons showing a farm background. Arrangements were then made for such a program starting on May 29, 1941, at which time Philadelphia applicants were to be called in for referral to a representative of the New Jersey State Employment Service Administrative Office who would have orders from South Jersey farmers. It was further agreed that all call-ins would first be "screened" by the Philadelphia office interviewers.

As per these arrangements, John Bugdal of the New Jersey Employment Service, visited the Philadelphia office. Mr. Don Bostock, supervisor of placements, and Mr. Postelle Vaughn, supervisor of Negro research and placement, stated that 200 call-in letters had been sent to persons with farm experience. Mimeographed circulars had been posted about the city and newspaper articles were released in some newspapers having a circulation among the Negroes.

From this activity, only 38 applicants came in and of this number only 30 were interested in farm work and were advised to return on June 2, 1941, at 1 p. m. at which time farmers needing help were to visit the office and make their own arrangements with the applicants. The reason for this arrangement was that it was found that it was impractical to give referral cards to applicants to an employer as they would not go to the farms because of difficult transportation facilities. The New Jersey offices were to send letters to farmers from whom they had orders advising them that applicants would be on hand at the Philadelphia office on Monday, June 2, 1941.

On Monday, June 2, 1941, 35 more applicants were interviewed and were told to return at 1 o'clock. Of the entire number interviewed on this day and on May 29, only 33 were on hand at 1 o'clock. Four farmers made an appearance with the following results:

Swan Lake Farm, Mrs. Swan who had placed an order for 10 asparagus cutters selected and took with her 12 inexperienced colored men.

Samuel Mattson, Swedesboro, who had placed an order for three asparagus cutters, took two men, both inexperienced.

Mrs. Harry Morrison, Hurffville, who needed one man, selected one man.

Santo Nicosia, Rosenhayn, had an order for 40 strawberry pickers. Only 10 men were left who were willing to go with him. Another man promised to report to him the following morning.

This made a total of only 26 placements.

Arrangements were made with Mr. Vaughn to return again on June 6 to conduct a similar drive. The Bridgeton, Millville, and Woodbury offices wrote to farmers advising them to report at the Philadelphia office on this day to select farm laborers. The Philadelphia office sent letters to 313 applicants to which there was a response of only 54 persons of whom only 30 were interested in farm work. At 1 o'clock, only 2 farmers made an appearance and selected only 4 men, all colored. Twenty applicants waited a good part of the afternoon and had to be sent away when no other farmers made an appearance.

On June 7, the Hammonton office advised they had immediate need for 4 or 5 Italian families to pick strawberries. The Philadelphia office was contacted but they advised that only colored help was available. They further advised that they could only recruit about 4 colored families and about 100 single young men with no experience. It was decided that this type of applicants would not be good for the Hammonton openings.

NEW JERSEY UNEMPLOYMENT COMPENSATION COMMISSION, NEW JERSEY STATE EMPLOYMENT SERVICE, AFFILIATED WITH SOCIAL SECURITY BOARD

OFFICE OF THE STATE DIRECTOR.
Trenton, N. J., July 23, 1940.

C. GEORGE KRUEGER,
Chairman, Conference of New Jersey Departments on Migratory Labor,
New Jersey State Department of Labor, Trenton, N. J.

DEAR MR. KRUEGER: Your survey committee reports that arrangements were completed with Dr. Earl Beckner of Farm Security Administration to pave the way for the field survey in the fruit and berry region of Burlington County by those investigators of Farm Security Administration who were scheduled here on July 16. This date was advanced to July 20, but up to the time of this writing no word further has been heard from this group. In other words, the survey apparently has not been started.

Considerable groundwork was done by Harry B. Weiss, Assistant Secretary of Agriculture and a member of this committee, to facilitate the work of this group through local officials.

* * * * * * *

As to the count of migrant farm workers coming into New Jersey through the ferries from Wilmington, Del., and Chester, Pa., I have made arrangements to have available by July 24 the figures on workers who are now moving into New Jersey, there having been observed on New Jersey roads trucks with licenses from the State of Florida and other Southern States.

Mr. Weiss, of this committee, from his full knowledge of the problem, has analyzed all available reports and has made a further partial field study and has presented a summarization of the man-hours required to harvest the various market crops grown in New Jersey. His summary is attached hereto.

SURVEY ON LABOR SUPPLY AND EARNINGS

In our field survey of the commercial potato-growing farms we made a serious attempt to learn (1) the quantity of workers used, (2) rate of wages paid, (3) total earnings for periods of day, week, or crop coverage. We were not too successful at the time. Evidently Mr. Weiss has regarded as important this factor of total man-hours necessary for any crop. With such knowledge there can certainly be determined importance of the migrant group, the possibilities of replacement with local labor, and the possibilities of keeping the volume of migration to a necessary minimum, thus eliminating the stragglers who would clearly be an increase to our relief load.

You will find that Mr. Weiss' conclusion is that about 13 percent of the total harvest man-hours required in just the fruit and vegetable harvesting necessitates the use of migrant labor. Thus the great majority of the manpower depended upon by farmers in these two crops seems to be from local sources. Further, the manpower for practically all other crop harvesting beyond fruits and vegetables would seem to be from sources other than the migrant groups. Incidentally, the use by Mr. Weiss of the phrase "commercial growers" should be interpreted as farms on which the major crop for market purposes is in the fruit and vegetable category.

Very truly yours,

Russell J. Eldridge,
Director, New Jersey State Employment Service Division,
Unemployment Compensation Commission.

Hours of Man-Labor Required for the Harvesting of Certain New Jersey Crops

BY HARRY B. WEISS, CHIEF, BUREAU OF PLANT INDUSTRY

The following table shows the estimated number of man-hours required for the harvesting of specific crops in New Jersey. These estimates were based in part upon figures given in Agricultural Extension Publication 46, entitled "Trend of Farm Prices in New Jersey, Average Crop and Material Requirements Needed for Producing Agricultural Commodities," by J. W. Carncross and A. G. Waller, of the New Jersey Agricultural Experiment Station, and in part by a brief field survey by an agent of the New Jersey Department of Agriculture.

Harvest labor in New Jersey [1]

	Hours of harvest labor per acre per crop	Acres in 1939	Total hours of harvest labor for each crop
Asparagus	210	14,000	2,940,000
Beans, lima	73	3,200	233,600
Beets, canhouse	44	100	4,400
Cucumbers	88	2,600	228,800
Eggplant	88	1,200	105,600
Peas	88	2,400	211,200
Peppers	50	6,700	335,000
Potatoes, white	46	55,000	2,530,000
Potatoes, sweet	91	15,000	1,365,000
Corn, sweet	23	26,000	598,000
Tomatoes, canhouse	71	28,600	2,030,600
Tomatoes, market	144	11,500	1,656,000
Silage corn	25	36,000	900,000
Apples	55	43,000	23,865,000
Peaches	60	17,500	1,050,000
Strawberries	339	4,000	1,356,000
Snap beans	120	10,600	1,272,000
Beets, market	150	2,000	300,000
Cabbage	25	6,700	167,500
Carrots	200	2,000	400,000
Lettuce	75	2,400	180,000
Onions	96	3,000	288,000
Spinach	30	2,900	87,000
Raspberries and blackberries	300	3,400	102,000
Cranberries	[2] 16	11,000	176,000
Total		[3] 310,800	42,381,700

[1] The harvest labor except for cranberries involves all labor connected with the crop from the picking to the time the crop is ready for shipment.

[2] Picking only.

[3] This figure is approximately 95 percent of the total acreage devoted to fruits and vegetables in New Jersey. The remaining 5 percent includes unlisted miscellaneous vegetable acreages in northern New Jersey.

Estimated number of Negro migratory workers (all ages)	4,000
Estimated number of Italian migratory workers (all ages)	5,000
Total	9,000
Estimated number of days worked in New Jersey by each worker	75
Average time worked per day, hours	8
Approximate number hours worked, per worker	600
Total man-hours by all migratory workers	5,400,000
Total acreage in all crops in New Jersey	845,880
Acreage of crops where migratory labor is employed in part or entire for harvest work	310,800
Estimated number of man-hours needed for harvest work in fruit and vegetable areas of New Jersey (25 crops; see table I; acreage 310,800)	42,381,700
Estimated number of man-hours furnished by 9,000 migratory workers	5,400,000
Percentage of total harvest man-hours supplied by migratory workers	12.7
Estimated number of potato growers employing Negro migratory labor	325
Estimated number of growers employing Italian migratory labor	300
Total	625

Wages of migratory labor in Middlesex, Mercer, and Monmouth Counties, summer, 1940

	Middlesex			Mercer		
	Average	High	Low	Average	High	Low
Pickers:						
Hours per week	35.6	55	10	34.4	55	8
Dollars per week	$10.30	$18	$3.50	$9.41	$21	$6.00
Cents per hour	28.9	71	15	27.4	50	17.5
Reports	38			31		
Graders:						
Hours per week	35.2	50	10	37.5	64	8
Dollars per week	$11.22	$15	$3.50	$9.73	$22	$3.50
Cents per hour	31.9	71	19	25.9	62.5	18.5
Reports	24			31		
Loaders:						
Hours per week	34.6	50	10	34.3	55	8
Dollars per week	$10.89	$15	$3.50	$9.34	$15	$4
Cents per hour	31.5	60	19	27.2	50	18
Reports	18			26		
All 3 (pickers, graders, loaders):						
Hours per week	35.2	55	10	35.8	64	8
Dollars per week	$10.71	$18	$3.50	$9.50	$22	$3.50
Cents per hour	30.4	71	15	26.6	62.5	17.5
Reports	80			88		
Number of reports used	38			31		
Number of workers	667			558		

	Monmouth			Middlesex, Mercer, Monmouth combined		
	Average	High	Low	Average	High	Low
Pickers:						
Hours per week	37.8	60	18	36.0	60	8
Dollars per week	$11.69	$22	$6	$10.56	$22	$3.50
Cents per hour	30.9	55	16	29.3	71	15
Reports	40			109		
Graders:						
Hours per week	38.9	60	14	36.9	64	8
Dollars per week	$11.73	$22	$3.50	$10.86	$22	$3.50
Cents per hour	30.2	42	13	29.4	71	13
Reports	30			85		
Loaders:						
Hours per week	36.5	60	14	35.2	60	8
Dollars per week	$11.46	$22	$3.50	$10.55	$22	$3.50
Cents per hour	31.4	55	20	30.0	60	18
Reports	28			72		
All 3 (pickers, graders, loaders):						
Hours per week	37.8	60	14	36.1	64	8
Dollars per week	$11.64	$22	$3.50	$10.65	$22	$3.50
Cents per hour	30.8	55	13	29.5	71	13
Reports	98			266		
Number of reports used	40			109		
Number of workers	697			1,922		

Source: New Jersey State Department of Health.

MIGRATORY LABOR NEEDED IN SOUTHERN NEW JERSEY DURING 1941

APRIL 2, 1941.

A survey was made during March 1941, in cooperation with the New Jersey State Employment Service. This was designed to bring out the migratory labor needs of New Jersey farmers for the 1941 harvest season. It is believed that all large employers are included and that the figures represent approximately 90 percent of the total needs. Six southern counties were covered and the following table presents the results on a county basis together with a total for the six counties.

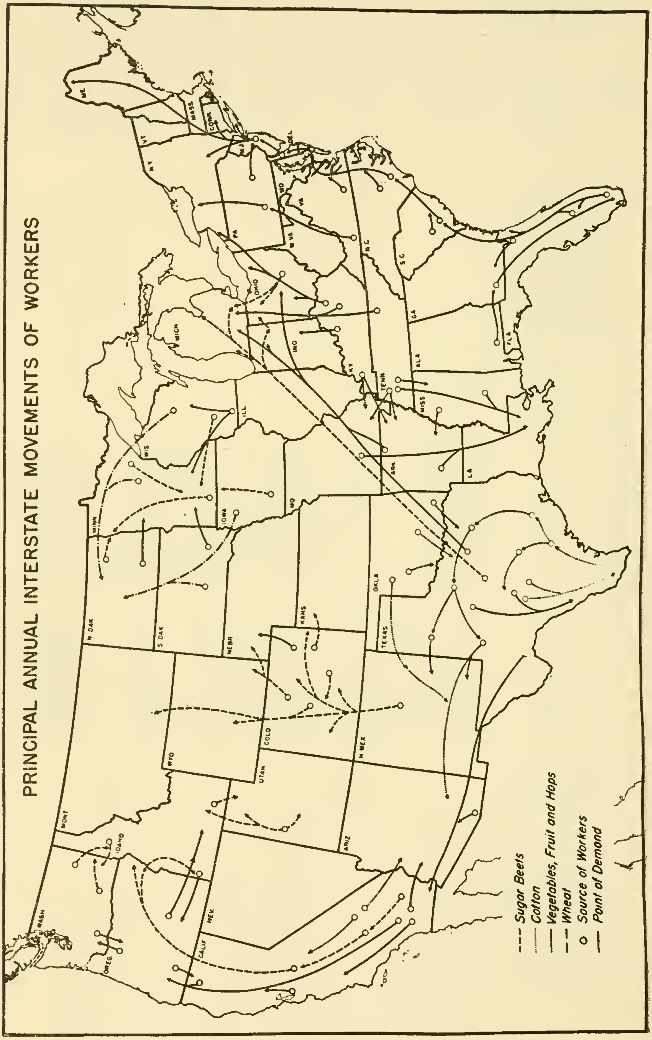
One hundred and ninety-five employers will need in 1941, approximately 6,700 workers, which is the normal requirement. These same employers hired in 1940, approximately 5,800 workers, of which about half originated locally or in other parts of southern New Jersey, and the other half mostly from Pennsylvania. These workers were hired personally, and through agencies and padrones. Their pay ranged from $1 to $5 per day, and averaged $2.43. The number of hours worked ranged from 1 to 13 and averaged about 9.

The 195 employers operated 27,900 acres of vegetables and 6,200 acres of fruit, or a total of 34,120 acres. Attention is called specifically to the comments of the employers relative to migrant labor and the difficulty of competing, in the labor market, with factories, etc.

Preliminary report of migratory labor needed in Southern New Jersey during 1941

[Survey made during March 1941]

County	Number of employers	Intended number of workers to be hired in 1941	Number of workers hired in 1940	Number of workers hired normally	Channels through which labor is hired	Source of origin of labor	Range in earnings per worker per day	Average earnings per worker per day	Range in hours of work per worker per day	Average hours per worker per day	Starting and finishing work	Total acreage of vegetables for harvest in 1941	Total acreage of fruits for harvest in 1941
Atlantic	21	400	336	390	13, personally employed; 5, agency; 3, padrone.	213, Pennsylvania; 123, New Jersey, and local.	$1.50–$5.00	$2.24	5–12	8.03	May to Nov. 10	309	502
Burlington	79	1,421	1,356	1,473	39, personally employed; 26, padrone; 9, personally and padrone; 3, not given; 1, agency and personal; 1, padrone and agency.	874, Pennsylvania; 481, New Jersey and local; 15, Florida.	1.50– 5.00	2.36	1–13	9.18	Mar. 1, to Dec. 1	4,892	3,442
Camden	4	196	246	196	2, padrone; 1, personal; 1, Italian and colored boss and personal.	172, Pennsylvania; 64, New Jersey; 10, Virginia.	1.50– 2.25	1.95	8–10	9.5	Apr. 25, to Oct. 15	37	325
Cumberland	46	3,941	3,299	3,922	34, personally; 6, padrone; 3, agency; 1, padrone and personal; 1, padrone, personal, and agency; 1, not given.	2,102, New Jersey and local; 1,113, Pennsylvania; 50, Carolinas; 34, Virginia: 9, Delaware; 8, South; 2, Florida; 1, Georgia.	1.00– 4.00	2.67	5–12	8.95	Mar. 1, to Dec. 5	18,579	1,564
Gloucester	35	402	215	391	30, personally; 2, not given; 2, agency; 1, padrone.	278, Pennsylvania; 42, New Jersey and local; 8, Virginia; 12, South; 3, North Carolina.	1.50– 3.20	2.23	8–11	9	Mar. 1 to Dec. 10	2,196	354
Salem	10	387	358	380	8, personally; 1, padrone and personal; 1, padrone.	175, southern colored; 103, New Jersey and local; 80, Pennsylvania.	2.00– 4.00	3.10	8–10	9	Mar. 1 to Dec. 1	1,892	32
Total (6 counties).	195	6,747	5,810	6,752	125, personally; 10 agency; 39, padrone; 12, personal and padrone; 1, agency and personal; 2, padrone and agency; 1, padrone, personal, and agency; 5, notgiven.	2,730, Pennsylvania; 2,915, New Jersey and local; 17, Florida; 52, Virginia; 53, Carolinas; 9, Delaware; 195, southern colored; 1, Georgia.	1.00– 5.00	2.43	1–13	8.94	Mar. 1 to Dec. 10	27,905	6,220



PRINCIPAL ANNUAL INTERSTATE MOVEMENTS OF WORKERS

Sugar Beets
Cotton
Vegetables, Fruit and Hops
Wheat
Source of Workers
Point of Demand
ME
VT
N H
MASS
CONN
R I
N Y
N J
PA
DEL
MD
VA
W VA
N C
S C
GA
FLA
ALA
MISS
TENN
KY
OHIO
MICH
IND
ILL
WIS
MINN
IOWA
MO
ARK
LA
TEXAS
OKLA
KANS
NEBR
S DAK
N DAK
MONT
WYO
COLO
N MEX
ARIZ
UTAH
NEV
IDAHO
WASH
OREG
CALIF

COMMENTS

Comments may be summarized as follows:

(1) Growers receive low prices, therefore they cannot afford to pay higher wages.

(2) Labor wages are going up, while farm prices remain at the same level; therefore farmers cannot compete successfully with shipyards, big factories, and so forth.

(3) Work Projects Administration labor is inexperienced and practically useless.

(4) Labor obtained through unemployment governmental agencies is frequently not satisfactory.

(5) Children are the best pickers of berries.

(6) If farm prices remain at the present level and factories absorb labor at high wages, some farmers will be forced to curtail production considerably, because they cannot pay factory wages, and workers are not willing to work for low farm wages.

(7) Beside wages, workers on farms very often receive lodging, vegetables grown on the farm, light, fuel, and so forth.

(8) General consensus of farmers' opinion is that future is dark, pregnant with surprises and unpleasant eventualities. That the outlook is dark is the general tone of comments.

(9) Italian labor is most efficient and experienced, and adaptable to the situation.

TESTIMONY OF H. J. LEPPER, ADMINISTRATIVE ASSISTANT, NEW JERSEY STATE EMPLOYMENT SERVICE

Mr. LEPPER. We estimate in New Jersey that the shortage of farm labor is about 15,000, or will be at the peak, which will be about the 15th of July. This shortage is due to at least two things that we can put our fingers on.

First, there have been very few migrant Negroes from the South coming into the State this year. Normally we have somewhere between 5,500 and 7,500.

The CHAIRMAN. You mean that migration has decreased from normal to——

Mr. LEPPER. To practically none.

The CHAIRMAN. To what do you ascribe that?

Mr. LEPPER. The migratory workers have been absorbed in defense work in the South, largely construction work—Army camps and things of that sort. Some of them have gone into other industries such as shipyards, and we find—just to give you an idea how this thing works—that the superintendent of a barrel factory in Cape Charles left and went to the shipyards, and one of the leaders, or padrones, a leader of a migrant gang, stepped in and took his place and took his group right into this barrel factory in Cape Charles.

In other words, it is a sort of step-up proposition. They can earn more money, too, than they could in farm work.

In the early part of January the shortage of these Negro migrants was approximately 25 percent. They have had no direct bearing on the agricultural situation in Florida, because they had a freeze, and their crops were about 25 percent short, but from Florida they just simply disappeared out of farm work altogether.

From there on there was practically no indication of any great number of them being available, and up here we have had no indication at all of any numbers greater than 100 in all coming into the State. Secondly, we have the situation involving the Italians, those coming from around Philadelphia. Those families normally come over here, usually somewhere around about 5,000—five or six thousand.

FACTORS CHECKING ITALIAN MIGRATION

There are two things that are stopping those Italian families from coming in here this year. One is that the husbands or males of the family have gone into defense work. Secondly, we passed a law last year, a child-labor law, which prevents children from being taken out of school while school is in session. Italian mothers will not leave their children and come on to work.

Unfortunately, our strawberry crop here burned up before it ripened, but had it ripened we would never have been able to pick it. Our bean crop is taking a terrible licking right now because we can't get enough workers to pick the beans.

We have gone over into Philadelphia, and we are enlisting relief clients from Philadelphia, moving them at the rate of 100 or 150 a day. They are being thrown off the relief rolls in Philadelphia.

The CHAIRMAN. You mean the W. P. A.?

Mr. LEPPER. Not so much luck with the W. P. A. We haven't had the cooperation with the W. P. A. we should have had.

The CHAIRMAN. How did the W. P. A. wage scale compare with the farm?

Mr. LEPPER. A little bit better. In other words, the average farmer thinks the W. P. A. wage scale is in competition with him. That is the attitude of the farmer.

Our tomato crop and our potato crop come in the 15th of July, and I have no idea how they are going to handle the situation.

Mr. CURTIS. May I ask a question at this point: You stated that there was a shortage of perhaps 15,000 farm hands?

Mr. LEPPER. Harvest hands.

Mr. CURTIS. Over how long a period of time would each one of those individuals get work?

Mr. LEPPER. Pretty nearly 3 months. We could carry them on into the 1st of October, and then carry some of them into the 1st of November in our cranberry crop.

The CHAIRMAN. In other words, there is going to be a shortage, isn't there?

WORKERS UNFITTED FOR AGRICULTURE

Mr. LEPPER. Yes, sir; I don't know how we are going to be able to furnish the farmers their help. Possibly we will have to set up some control to see that there is a full utilization of every available person. But the type of labor we are trying to fit into the picture now is not fitting in at all. In other words, in south Jersey, where they normally use Italian help, we are trying to fill in with colored help. The colored people are better in the potato work but not so good in fruit. In other words, the farmer always prefers the Italian for that type of work. The colored workers whom we are placing in south Jersey are not producing as satisfactory work as the Italian workers; consequently, they can't earn as much, and they are getting somewhat discouraged. It is a question as to how long we are going to be able to feed them into south Jersey.

The CHAIRMAN. Has any of the W. P. A. projects been closed on account of the scarcity of farm labor?

Mr. LEPPER. I have not heard of any projects being closed. We have had a number of meetings with the W. P. A. In fact, the W. P. A. representatives have attended a number of the farmers' meetings, that I personally attended, and the farmers have been insistent that these projects be closed. But the W. P. A. in every instance has told the farmers that they must go to the sponsors of the project and get the sponsors to close the project, that that is the procedure. In some cases the general attitude of the farmers toward the W. P. A., because of its failure to cooperate with them, as they call it, has reached a point where they are almost belligerent. On one or two occasions I thought they were going to get into a riot.

HOLDING BACK CHARGED TO WORK PROJECTS ADMINISTRATION

Mr. CURTIS. Do the farmers feel that the W. P. A. administrative officials are too anxious to hold onto their set-up and keep it going?

Mr. LEPPER. Definitely; yes, sir.

Mr. CURTIS. Do they appear to be justified in that or would you want to venture an opinion?

Mr. LEPPER. Well, it would only be an opinion, but I can say this for your information, and I think it may give you a fair idea: We have instructed our officers to call in every man who is on W. P. A., and if, in their opinion, he is capable of doing farm work, to offer him a farm job; if he refuses to accept the farm job, then we report it to the W. P. A.

In almost every case in which we have reported a man as refusing to take a farm job, the W. P. A. has come back and said that, in the opinion of that agency, the man was not capable of doing the work. Consequently, the thing has got into a state where there is more or less controversy between the farmer and the W. P. A., as to the fitness of the man to do the work.

The farmer says: "If the W. P. A. can put a shovel in a man's hand, I can put a hoe in his hand"; or, "If the W. P. A. can put a shovel in his hand, I can give him a box to put strawberries in." That is the farmers' attitude.

The CHAIRMAN. Mr. Krueger, are you familiar with H. R. 4675?[1]

Mr. KRUEGER. To some extent; yes, sir.

The CHAIRMAN. What is your idea about that? Do you think a law of that kind will be of assistance?

Mr. KRUEGER. I am happy to say, Mr. Chairman, that the commissioner of labor in the State of New Jersey is wholeheartedly in favor of it.

The CHAIRMAN. A hearing is going to be held in Washington on that bill. I am glad to hear that. Now, in regard to the requirements of health and housing for migrant labor, promised by employers to the State employment service, is any check made to clarify whether such facilities actually exist?

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[1] H. R. 4675, introduced by Congressman Tolan May 7, 1941, is described as a measure "to regulate private employment agencies engaged in interstate commerce." On August 7, 1941, the bill was revised and renumbered H. R. 5510. See Baltimore hearings, exhibit 35, "Text of Employment Agency Bill."

Mr. Krueger. We have had surveys made in the field, Mr. Chairman, and I would like to ask Mr. McDonald, who is quite familiar with that, to explain it.

The Chairman. He will be the next witness. Mr. Osmers, will you proceed with Mr. Lepper?

EMPLOYMENT SERVICE WORK

Mr. Osmers. Do you want to summarize before the committee the work of the employment service in meeting new defense demands?

Mr. Lepper. Well, of course, the defense demands have set up a problem for us here that is pretty difficult to approach, and a satisfactory estimate of what is going to be required is impossible to make at this time. Monthly we have a report from all holders of defense contracts, as to what their immediate labor needs are, and we check those against what we have in our file.

Now, when I say "what we have in our file," I definitely avoid saying "what we are able to furnish," because I don't want to say that. As an illustration, here we have an immediate need for 1,284 machinists. We have in our files 60 names. I don't believe any one of the 60 are referable in the first place. I believe most of them are not citizens, and we can't refer them to a defense contractor.

Mr. Osmers. Are they machinists?

Mr. Lepper. Probably machinists. Probably some of them may be good machinists, but not the type of machinists that can be used in defense work.

Mr. Osmers. Because of their training?

Mr. Lepper. Probably in some cases because of the distance from the job, but in most cases because they are not citizens.

ESTIMATE OF 15,000 SHORTAGE

Mr. Osmers. You estimate there is going to be a farm-labor shortage of 15,000 workers. Mr. Lepper, how do you arrive at that figure?

Mr. Lepper. We based our conclusions on the fact that the migrants alone have entirely disappeared, and that in itself would give us somewhere around 12,000.

The Department of Agriculture says that there are 75,000 people involved in harvesting work in this State, and their estimate of the shortage is 30,000. Their figures are even greater than ours.

Mr. Osmers. What is the total figure?

Mr. Lepper. Seventy-five thousand people involved in harvest work, and they estimated a 30-percent shortage.

The Chairman. May I ask a question right here: What was the condition last year at this time?

Mr. Lepper. We had an abundance of labor. In fact, we probably had two or three thousand more migrants than we were able to use.

Mr. Osmers. We had testimony here this morning that seemed to indicate both in-migration and out-migration as a result of the defense program. I believe the representative of the American Federation of Labor testified that skilled building craftsmen were moving out of the State in considerable numbers, and other witnesses testified that people were moving into the State, particularly for shipyard work and things of that sort, in the northern part. I wonder if you have any figures on that.

Mr. LEPPER. We have no figures on it at all, other than what we might try to estimate. The only way you can gauge the influx is by registrations in our office, and in most cases those people give a local address. But checking back previous occupations would indicate whether they came from some other State. As near as we are able to figure it out, through summing the whole thing up, we don't believe that the influx is any greater than the number going out, because we know definitely that we ourselves are shipping out practically as many as are coming in.

For instance, take the Wright Aeronautical Co. in Paterson, which is employing thousands of people. Because of the fact that it is engaged in aircraft manufacture, and because there seems to be a tendency among people to want to get into aviation, that attraction has been responsible for the influx of a great number of people, probably, into the northern part of the State. But by the same token, in the southern part, and even up as far as Trenton and above, too, a number of our people have been going into Philadelphia and down to Chester.

LOCOMOTIVE WORKS' ADVERTISEMENT

For instance, the Baldwin Locomotive Co. advertised in the local papers here last Sunday, and 65 answered their ad on Wednesday night, men who were able to build tanks, heavy-metal workers. Strange as it may seem, about 15 of those people came up here to answer the ad, and then they were shipped back to Chester.

So, I believe that you would be safe in saying that no matter what the figure may be of the in-migration, probably just as many go out.

We are shipping people now to Cuba and Brazil, to put in runways down there. We also have orders for workers on the new naval bases. And what the gentleman from the union said is probably true that many people in the construction and have gone out.

Mr. OSMERS. Now, if a man from New Jersey secured employment at the Baldwin Locomotive Works, in the manufacture of tanks, he probably would not move out of New Jersey, would he?

Mr. LEPPER. He probably would. He may leave his family here for awhile, until he found out about his job there, but there are not so many commuting or making long jumps of that kind—that is, men who are doing hard work.

FARM WAGES IN NEW JERSEY

Mr. OSMERS. What is the situation in New Jersey with respect to agricultural wages?

Mr. LEPPER. Well, agricultural wages have never been anything worth talking about—I mean the earnings of a man on a farm—unless he is exceptionally good. Necessarily the pay must be extremely low.

Now, to give you some idea, we sent approximately 355 people to one farm in south Jersey. Fourteen returned to us last Tuesday morning in our office in Camden and said that they couldn't earn over 80 cents a day. At the same time I inspected the books of the company and saw the pickings of beans for that particular day, and about 300 people there picked between 8 and 25 baskets at 20 cents a basket. Very few of them picked 25, I admit. In fact, very few were above 15. Most of them were in the 8 and 10 class.

Mr. CURTIS. Was this farm owned by a canner?

Mr. LEPPER. It was owned by a packer, not a canner. They don't pack in cans.

Mr. CURTIS. In reference to the wages paid by the individual farmer, there is no way he can raise those wages without taking them out of his own pocket, is there?

FARM PAY BY HOUR AND ON PIECE WORK

Mr. LEPPER. Well, you see, you have got to divide the farmers into two groups, to answer the question. Some few pay by the hour and some few pay by the day; but most of them pay on a piece-work basis.

Now, we had the strawberry crop coming up on certain farms where they had the water system—irrigated farms, as you call them. Their berries were in pretty good shape, but to get berry pickers they had to pay 5 cents a box. There are 24 boxes in a crate, and you can figure that out. That is $1.20. These farmers paid 51 cents for the crate, which makes a cost of $1.71, and those berries brought, on the market, $2.

Mr. CURTIS. In other words, by raising his labor costs the farmer cannot demand anything more for his berries or for his wheat or for his corn or beans, on the market, can he?

Mr. LEPPER. Not at the present time.

Mr. OSMERS. Tell me this: Do you think wages on farms have risen since last year?

Mr. LEPPER. In some cases; yes. Last year 2½ cents was tops for berry pickers; this year most of them got 3 cents, but they did go as high as 5 cents.

Mr. OSMERS. In some instances wages have doubled?

Mr. LEPPER. Yes, sir.

Mr. OSMERS. You mentioned beans at 20 cents a basket, did you not?

Mr. LEPPER. Yes.

Mr. OSMERS. What were they paying last year?

Mr. LEPPER. Around 15 to 17.

Mr. OSMERS. I would call that a very sharp increase, as far as the cost of production is concerned. Now, do you think that the shortage in labor is directly related to low pay?

WORKERS GET MORE ELSEWHERE

Mr. LEPPER. Well, the shortage of labor is due to the fact that the worker can get better money elsewhere. Last year they were willing to do that work because they couldn't get better money, if that is an answer to your question.

Mr. OSMERS. That is the point. What do you think the future of this farm-labor situation will be? In New Jersey we are reflecting a national picture. They are having the same difficulties in California and elsewhere throughout the Union. Is it going to mean higher wages for farm labor generally?

Mr. LEPPER. We believe—I say "we believe," because I am not a farmer, so please don't misunderstand me—that there is going to be a tremendous shortage of certain types of farm material. For instance, annually we raise around here for canning, 22,000,000 cans of tomatoes. Now, the Government has already commissioned 1 man to buy 17,000,000 cans.

Mr. OSMERS. In this area, or in the entire United States?

Mr. LEPPER. In this area.

Mr. OSMERS. 17,000,000 out of 22,000,000?

Mr. LEPPER. Yes. Then they notified the farmers to increase the crop of tomatoes, but it was too late then, because the tomato plants had all been raised in the hothouses and they couldn't get the labor to put them in. So where we normally get 22,000,000 cans of tomatoes for public consumption, we will get this year 5,000,000 cans. Naturally the price of tomatoes is going to jump tremendously, and if the prices are high, of course, the farmer can pay more wages, and he is going to make more money, too; and some of them have even gone so far as to just simply forget certain types of perishable crops.

In other words, some crops are perishable and have to be picked daily, while others could stay in the field for a few days and no harm done to them.

MIGRATION TO NORTHERN NEW JERSEY

Mr. OSMERS. Mr. Lepper, are you in a position to estimate the number of workers who will migrate into northern New Jersey this year?

Mr. LEPPER. No; I am not. We know approximately what the needs will be if we put the industries on a 24-hour basis, but we don't believe that those needs will be filled by migration into the State. We think it is a training proposition. There is none available now. We have cleared orders throughout the country, and we can't get certain workers.

Mr. OSMERS. Do you have any idea how many employers are getting employees through the Employment Service?

Mr. LEPPER. We made 17,000 placements last month. That is approximately 12,000 more than in an average month in any other year.

Mr. OSMERS. Is it true that all the defense manufacturers in New Jersey prefer not to use the Employment Service?

Mr. LEPPER. I wouldn't say that it is true that they prefer not to use it, but they have their own employment facilities, which they have been carrying on for years, and they are still sticking to hiring at the gates.

Mr. OSMERS. Is the service doing anything to achieve better cooperation with the employers?

Mr. LEPPER. Mr. Knudsen has sent out a letter to all employers, asking them not to advertise outside their own localities, and not to send out scouts, and, as a result, we have been in close touch with every employer on defense contracts. Most of them express a willingness to cooperate, but they still stick to their old methods of hiring people at the gate—the unskilled workers—and handing us the orders for the skilled workers, whom nobody can get.

QUERY APPLICANTS ON RELIGION

Mr. OSMERS. Tell me this: On your application form do you ask the religion of the applicant?

Mr. LEPPER. We do.

Mr. OSMERS. Why is that?

Mr. LEPPER. Well, there are two reasons: First, the employers—some of the employers—express a preference for persons of certain religion, and nationality, too; and that works both ways. No matter which way somebody may want to argue this question, it will work just the opposite as well.

Mr. OSMERS. You mean from the employee's standpoint?

Mr. LEPPER. Yes; definitely.

Mr. OSMERS. You mean the employee wants to know the religion of his employer?

Mr. LEPPER. We frequently have been asked by some of the minority groups why an employer insists upon our not referring the Hebrews to him. On the other hand, we have Hebrews call us who want only Hebrews referred to them, and for that reason we have to be in a position to refer to them just what they want.

REFUSE TO TAKE NEGROES

Mr. OSMERS. Now, tell us a little something about the situation with reference to Negro labor. Do you get many specifications against Negroes from the employers?

Mr. LEPPER. Do you mean notice that they will not accept Negroes?

Mr. OSMERS. Yes.

Mr. LEPPER. Yes; we do, and frequently they tell us why.

They tell us their story, and we have never investigated to find out whether the stories are entirely true, but from our own knowledge we know that some of them are true. Some of the firms have said that the reason for their policy is that the white people who are employed in the plant object to Negroes because of toilet facilities and other things that are provided. Some of the plants have set up Negro sections, and others have employed Negroes in some capacities but not in others.

Now, since the order that was sent out a week ago, or 10 days ago, by the President—that there be no discrimination—Washington has not told us how we can make an employer accept Negroes. But we have considered the Negro just as seriously as we have considered the whites in all our training programs. We propose to train Negroes, and then if the employer doesn't accept them, we believe that sooner or later he will have to. I mean he will have to because of the shortage.

In other words, we cannot make the employer take Negroes, but we are training them right now on the basis of the population of the various centers.

NO RELAXATION IN COLOR BARRIER

Mr. OSMERS. As the pace of the defense program quickens, Major, do you find any change, any more tolerance toward the Negro?

Mr. LEPPER. Well, no; I have not, to be truthful with you. I have not seen any such change. Some of the firms have taken some Negroes. We called a conference here and had all the large manufacturers in the State represented, and also all the Negro organizations. We gave spokesmen for the Negro organizations an opportunity to talk to the manufacturers, hoping that that would solve the situation. But the problem seems to be with the workers as much as with the employers.

Mr. OSMERS. You mean that the employer is not necessarily discriminating?

Mr. LEPPER. I would not say all the employers; there may be some few.

Mr. OSMERS. But it is the workers themselves who are raising that point?

Mr. LEPPER. There seems to be some opposition on the part of individual workers.

Mr. OSMERS. Do you feel that the rather strong position that the President has taken on the problem will help at all?

Mr. LEPPER. I am wondering.

Mr. OSMERS. I am wondering, too.

Mr. LEPPER. It is like everything else that they do in Washington. They issue orders and make somebody else stick out his chin. If they would stick their own chin out once in a while, it would be better.

DISCRIMINATION AGAINST ITALIANS

Mr. OSMERS. Do Germans and people of Italian ancestry suffer from discrimination?

Mr. LEPPER. Yes; they do.

Mr. OSMERS. In defense industries, or all industries?

Mr. LEPPER. Particularly in defense industries, and I might say to you that I have checked that question with a few of our very large employers in this State, and I recall very distinctly that one of our employers—one of the largest in the State—made this statement to me in dealing with the question of hiring Italian people. He said they had a number of Italians in their plant and they were very good workers, but he said the trouble was that they were "excitable," and that they were "temperamental."

He said, "When something would happen over on the other side they would all get their heads together," as he put it, "and you couldn't move them for all hell—they had to have their argument."

Whether that is true or not I don't know, but we do know they are temperamental. Nevertheless, some of the finest workers we ever had have been Italian, and in some places we would like to have more of them.

Mr. OSMERS. Of course, if what you quote that employer as saying were true, it would be a criticism of the ability of the Italian workers as such. I wasn't considering the problem in that light. I was thinking of the discriminations that have come as a result of the activities of Mussolini and Hitler.

Mr. LEPPER. I don't believe the discrimination is due to that.

SENTIMENT TOWARD GERMANS

Mr. Osmers. I included in my original question Americans of German and Italian origin.

Mr. Lepper. Well, most of the older Germans are citizens of this country, and have been citizens for many years.

Mr. Osmers. I am referring only to citizens of this country.

Mr. Lepper. They are splendid workers and most of our plants have always been more or less willing to take them. But they are skeptical of people who have become citizens in the last 10 years. They are skeptical of them.

Mr. Osmers. Have they informed your service expressly what their attitude is on that score?

Mr. Lepper. No. The workers are knocked down when they get there.

Mr. Osmers. But the employers do not specify that taboo to your service?

Mr. Lepper. No, sir; they knock the applicant down on the I. Q. test or something else.

Mr. Osmers. In my position as a member of Congress I have had complaints and I have followed through as many of them as I could, and I find that sometimes the worker isn't fitted for the job, and sometimes there really is racial or national discrimination.

200,000 JOBLESS EMPLOYABLES

How near are we, in the State of New Jersey, to full employment? In other words, how many employables do we have in New Jersey today without jobs?

Mr. Lepper. We have in our files at the present time approximately 200,000 people who could be absorbed, but they are without special skills.

Mr. Osmers. They are out of work?

Mr. Lepper. They are employable, but they don't have skills that meet the demands.

Mr. Curtis. How recently have those people contacted your office?

Mr. Lepper. No card in our file is over 90 days old.

Mr. Osmers. Tell me this, Mr. Lepper. Do you anticipate any considerable in-migration or out-migration in New Jersey in the next year?

Mr. Lepper. No, I don't.

Mr. Osmers. That is all.

The Chairman. Dr. Lamb.

AGE OF UNSKILLED EMPLOYABLES

Dr. Lamb. What is the average age of these people whose names are in your files—these 200,000 unskilled employables?

Mr. Lepper. The larger group at the present time will be over 40 and under 23, I presume. Among these are the white-collar workers and those who do not have any particular mechanical ability. If they had any mechanical ability they would be working.

The total number on our active file is 187,175. Of these, 120,579 are male and 66,596 are female. Not more than 12 percent, or about 20,000, are between the ages of 16 and 23.

Dr. Lamb. When you say these people lack mechanical ability, do you mean that even if they were given training they would not be able to acquire sufficient skill to hold a job in the defense plants?

Mr. Lepper. In discussing mechanical training, you have to break that down again. First of all, you must break it down into the type of youth who has had no mechanical background, except probably vocational school. Give him a 2-month period of training, and you can probably send him to a shop, but he still would not be able to fill the type of jobs that are open. He would have to start down below, and they would have to up-grade him. But in the group between 40 and 60 you find many men—in fact the other day I found one 73 who had been a machinist, but had not worked at it for 19 years, and yet we had no trouble in placing him in a position with the Baldwin Locomotive Co.

Mr. Osmers. Seventy-three years old?

Mr Lepper. Yes, 73 years old.

ESTIMATES OF THREE-SHIFT EMPLOYMENT

Dr. Lamb. We heard it said today that if the defense industries alone in New Jersey, which at the present time are said to have 310,000 workers, were to go on a three-shift, 7-day-week basis, they would require another 180,000 workers. More conservative estimates ranged from 90,000 to 100,000. Would you agree that the potential requirement is somewhere near the conservatively estimated level?

Mr. Lepper. That is right.

Dr. Lamb. That would mean that you would have about 90,000 to 100,000 trainees to find and put in at the bottom for upgrading, if possible, wouldn't it; and of such trainees, you have only about 20,000 in sight—the young men now registered with you?

Mr. Lepper. But you also have men over 40 who would have to have a refresher course, and they could fill that quota. We believe we could fill the quota if we were put on a 24-hour basis, 7 days a week, right now out of our files, if you will train them and upgrade them and give them refresher courses.

Dr. Lamb. So you have just about enough supply in sight to take care of 24-hour, 7-day-week operation of existing plants?

Mr. Lepper. I think, if I remember correctly, our statistician told us that it would about balance.

Dr. Lamb. In other words, any increase in defense orders which would call for enlargement of the plant facilities in this area, or enlargement of production capacity, would tighten the situation beyond the producing capacity of the labor pool now in sight?

Mr. Lepper. Yes; there still would not be any opportunity of getting the men from outside the State, because every other State in the East is practically in the same position.

NUMBER NOW ON WORK PROJECTS ADMINISTRATION

Dr. **Lamb.** How many are on the W. P. A. in the State at the present time?

Mr. **Lepper.** I don't know.

Dr. **Lamb.** We heard an estimate of 40,000 this morning, but I don't know whether that is accurate or not. You have a representative of the W. P. A. here?

Mr. **Krueger.** I wonder if I might interrupt and ask the W. P. A. representative to come up now. Mr. McCormack is here, representing State W. P. A. Administrator Robert Allen.

TESTIMONY OF JOHN T. McCORMACK, STATE DIRECTOR, EMPLOYMENT DIVISION OF THE WORK PROJECTS ADMINISTRATION, APPEARING IN BEHALF OF ROBERT ALLEN, STATE ADMINISTRATOR OF THE WORK PROJECTS ADMINISTRATION OF NEW JERSEY

Dr. **Lamb.** Mr. McCormack, what is the number on the W. P. A. rolls at the present time?

Mr. **McCormack.** At present there are 43,000. On the 1st of July the number will be cut to 27,500.

Dr. **Lamb.** Of the 43,000, how many would you say are capable of doing agricultural labor?

Mr. **McCormack.** That is quite a hard question to answer.

Dr. **Lamb.** Well, how many would be acceptable, let us say, to the employers of agricultural labor?

Mr. **McCormack.** That would vary by sections of the State.

Dr. **Lamb.** And that would raise the question of their distribution throughout the State and their availability locally?

Mr. **McCormack.** In answer to your first question, I don't suppose that of the entire load, 10 percent—probably around 7 or 8 percent—would be acceptable to farmers.

Dr. **Lamb.** Something in the neighborhood of 3,000 or 4,000?

Mr. **McCormack.** I assume so. Somewhere near that figure. That may be high or low.

WAGE ON WORK PROJECTS ADMINISTRATION

Dr. **Lamb.** What is the average wage of these people on the W. P. A.?

Mr. **McCormack.** Well, people on the program are paid according to zones, that is, some people in the southern part of the State receive $48 a month and some in the metropolitan area receive $60 a month.

Dr. **Lamb.** The scale is graduated according to the presumed costs of living?

Mr. **McCormack.** Cost of living; yes, sir.

Dr. **Lamb.** And what would you say a man could earn, a single man, in the agricultural regions at the present time?

Mr. **McCormack.** Somewhere in the neighborhood of $44 to $48.

Dr. **Lamb.** So he could earn approximately as much if he had steady employment off of W. P. A., in agricultural employment, as he could on the W. P. A.?

Mr. **McCormack.** Oh, I would assume that is correct.

The CHAIRMAN. But agricultural employment is seasonal, isn't it?

Mr. McCORMACK. That is right. Agriculture is seasonal, and then of course quite a bit of the work is piecework, for which there is no guaranteed wage.

The CHAIRMAN. In other words, the metropolitan W. P. A. employee receiving $60 a month wouldn't quit to go to work as a piece worker on a farm, where his employment is also seasonal?

Mr. McCORMACK. Well, you don't get much agricultural labor from a metropolitan area unless it is to be transported to some other portion of the State. The northern section of the State is pretty stable, that is, mostly dairy farming, like up in Sussex County, and in the other purely agricultural sections.

Of course, some of that farm labor is employed practically all the year around, with some additional help put on at different seasons of the year.

The CHAIRMAN. Thank you. Mr. Lepper and Mr. McCormack.

Our next witness is Mr. MacDonald.

TESTIMONY OF WILLIAM H. MacDONALD, DEPARTMENT OF HEALTH, TRENTON, N. J.

The CHAIRMAN. Mr. Curtis will interrogate you, Mr. MacDonald.

Mr. CURTIS. Mr. MacDonald, you are with the State Department of Health of New Jersey?

Mr. MACDONALD. That is right, sir.

Mr. CURTIS. Mr. MacDonald, we know something about the activities of your department, but would you briefly outline for us the results of your surveys?

Mr. MACDONALD. Well, since the meeting of the committee in New Jersey last year the department continued a survey of migratory labor in the potato-growing area.

You are interested in the progress of our program for the prevention of syphilis, which we discussed last year?

Mr. CURTIS. Yes.

Mr. MACDONALD. I am submitting for the record a prepared statement summarizing the results of the survey.

(The statement referred to above is as follows:)

STATEMENT BY WILLIAM H. MACDONALD, STATE DEPARTMENT OF HEALTH, TRENTON, N. J.

A report submitted in July 1940 to the Special Committee Investigating Interstate Migration of Destitute Citizens, as from the Migratory Labor Conference of New Jersey, included a separate section devoted to public-health problems.[1] The report stated that the State Department of Health proposed to carry on special surveys along the following lines:

(1) To obtain blood to be examined for evidence of syphilis from workers attracted to the potato-growing section of Monmouth, Middlesex, and Mercer Counties. Those found to be affected with syphilis will have an opportunity to receive treatment from clinics established for that purpose if they are unable to pay for treatments privately.

(2) In this same area to secure information by personal inspection as to the living quarters used by these transient workers and also information about basic sanitation at such quarters, including water supply and method of collection of human wastes.

(3) In the vegetable- and berry-growing section it is planned to make a cross-section survey to determine in general the housing facilities used by transient laborers coming to this area and also to obtain information about basic sanitary

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[1] See New York hearings, pp. 78 and 79.

conditions, including water supply and sewage collection and disposal at such premises.

Such surveys have been made to the extent possible with personnel which could be assigned. There follows a brief summary of the results of these surveys.

ANTISYPHILIS CAMPAIGN

(1) The antisyphilis campaign conducted among the migratory workers in the three potato-growing counties of central Jersey in the summer of 1940 simulated in most respects the program and the results obtained during the summer of 1939. Both farmer cooperation and migrant cooperation were satisfactory. The farmers notified designated centers, by telephone, when they had employed migrants. Representatives of the State Health Department collected blood samples from the migrant workers at each farm. When the laboratory reports were available the persons reported to have serologically positive tests were instructed to come to one of three strategically located temporary clinics where proper histories were taken and physical examinations performed to permit proper classification and diagnosis. This was followed by treatment as long as the migrants remained in that area. When they left, patient referral forms, giving all essential data, were presented to them. Copies of these forms were subsequently sent to the State Department of Health having jurisdiction in the home State of the migrant.

In the summer of 1940, 2,529 such persons were blood-tested, of which 76 percent were colored males, 23 percent were colored females, and 1 percent were white persons. It is noteworthy that the migrant group tested contained a ratio of 3.3 males to each female. The ages of this group varied from the early teens to over 60, with most ranging in age from 18 to 35 years; 27.8 percent were found to have positive serology, and 7.5 percent had a doubtful response to a test for reagin on the first sample of blood tested. Upon questioning these migrants it was found that 64.6 percent had previously been given a blood test by someone somewhere, and 31.2 percent of this previously tested group declared that their previous test had been positive.

During the summer of 1940, 31.8 percent of those tested claimed they were working in the same area of New Jersey during the summer of 1939, and of this particular group who returned in the year of 1940, 80.2 percent had been blood-tested by us during the preceding summer. During the summer of 1939 approximately one-third of the persons diagnosed as having syphilis were found to have early infectious or potentially infectious syphilis. This ratio held true for the persons diagnosed as syphilitic in this migrant group during the summer of 1940.

CONDITIONS IN POTATO AREA

(2) Survey of conditions under which colored migrants live in the potato-growing sections of Monmouth, Middlesex, and Mercer Counties was not completed but revealed that, although some of these transients find housing accommodations as roomers or boarders with resident families, most live in buildings on the potato-growing farms supplied by the farm operators.

At 56 of these farms which were visited it was found that 708 Negroes were housed in 86 buildings. Sixty-seven percent of these persons were adult males, 22 percent were adult females and 10 percent were children.

The buildings utilized for housing included small tenant houses, specially constructed one-story frame buildings of the barrack type, and farm out buildings including wagon houses and barns. Only adult male were housed in 29 percent of the 86 buildings inspected; in 30 percent both adult males and females were housed but no children; in 41 percent, both male and female, as well as children, were housed.

Wood floors were provided in 76.8 percent of the buildings and concrete floors in 17.4 percent. The floor in 5.8 percent of the 86 buildings was of earth.

In many of the buildings bunks of some type were built in as part of the building; in some there were separate beds; in others the laborers slept on the floor. In general, laborers furnished their own bedding. About one-half of the beds or bunks had a mattress or ticking stuffed with straw or hay; in about 44 percent of the sleeping places the laborers' bunks consisted of hay or straw covered with burlap bags, while in a few instances the bunks consisted of burlap bags only.

Cooking quarters were provided in a place separate from sleeping quarters in 35 of the 86 buildings visited. In the other buildings, cooking was done in the sleeping quarters or over fires in the open air. When the cooking was done in sleeping quarters, oil stoves, mostly supplied by the farmer, were used. When separate cook shacks were used, the stoves were either of the oil- or wood-burning type. When the cooking was done outside, the stoves consisted mostly of pieces of sheet iron resting upon two stone slabs. When cooking was done in kitchens, the stoves were of either a wood or oil type.

Toilet facilities consisting of privies were provided within 100 feet of each of 63 of the 86 buildings; at 10 buildings a privy was available from 100 to 150 yards distant.

A water supply was available at each of the 86 buildings listed, although not conviently located in all cases. Springs, dug wells, driven wells, and drilled wells made up such supplies, dug wells serving as a source of water in 64 instances.

INSPECTIONS IN BERRY TERRITORY

(3) In the vegetable- and berry-growing section of New Jersey inspections were made at a limited number of premises at which migrant labor was employed. Eighteen farms were included in the survey. Persons employed were chiefly in family groups, coming from points in Pennsylvania, and were housed temporarily on the farm at which they worked.

Usually it was found one-story frame buildings are provided, divided into small compartments each of which has a separate entrance and is fitted with one or two windows. Bedding was generally supplied by the worker. Cooking quarters usually consist of a separate shelter open on one side with a wood-burning stove upon which each family did its own cooking. Some cooking is done on improvised fireplaces in the open.

Toilet facilities are privies. Water for drinking and domestic purposes is generally obtained in the berry-growing section from driven wells about 35 feet deep, fitted with a pitcher type hand pump.

TUBERCULOSIS SURVEY

Additional survey work performed during the summer of 1940 included chest examinations by fluoroscope of 999 persons, nearly all of whom were of the colored migrant group in the potato-growing section. In the examinations there was found:

(*a*) An adult male, age 26 years, with no active symptoms of tuberculosis, but with evidence of an arrested lesion.

(*b*) An adult male, age 31 years, with an early lesion of tuberculosis. The patient is believed to have left the State.

(*c*) An adult female, age 62 years, with active tuberculosis in an infectious stage. She had established a residence in New Jersey and is now receiving hospital care.

LABOR IN DEFENSE INDUSTRIES

There has been a definite increase in the number of persons employed in so-called defense industries. Some families from other States have come to New Jersey to work in these industries. Most of the newly employed workers in such plants, however, are former residents of the State who live in an area of many miles from the plant and commute daily by automobile or public transportation line. Aside from any hazard resulting directly from employment in such an industrial plant, the public-health problems resulting from this increase in employment include the following:

(*a*) Proportionate increase in basic public-health problems existing in the communities affected.

(*b*) Problems of child care resulting when mothers of young children obtain employment in factories and leave the care of their children to others.

(*c*) Increased loads upon public utilities, as water supply and sewage collection and disposal systems.

(*d*) Increased problems in sanitation of food- and drink-vending establishments in the immediate vicinity of large industrial plants.

(*e*) Failure in some instances of Federal housing projects to comply with local ordinances regulating construction, drainage, etc.

TESTIMONY OF WILLIAM H. MacDONALD—Resumed

Mr. MacDonald. The program was continued last summer, and a total of something over 2,500 people were given a blood test. I have some figures here. Out of that number there were found to be serologically positive about 27 percent and approximately 7 percent in the "doubtful serological" column. By "serologically positive," I mean giving a reaction very suggestive of the presence of syphilis.

Mr. Curtis. Only about two-thirds showed a negative condition?

Mr. MacDonald. That is right, sir. That is approximately the ratio we have found before in this group which was discussed last year.

Mr. Curtis. Now, these 2,500 persons were primarily transient or migratory people coming in?

Mr. MacDonald. That is right.

Mr. Curtis. Largely for agricultural work?

Mr. MacDonald. Colored, in the agricultural sections of Middlesex, Mercer, and Monmouth Counties, attracted to the potato-growing area.

Mr. Curtis. These 2,500 were all colored?

Mr. MacDonald. Yes.

Mr. Curtis. Can you break that down as to the States from which they came?

Mr. MacDonald. No; I cannot.

Mr. Curtis. Did you test all the individuals falling into that class in a given area, or was your survey selective, picking out somebody here and there?

Mr. MacDonald. No; headquarters were established, and then our workers went to the various farms and got as many farm laborers as they could at the time of their visit—all those whom they were able to reach with the organization as set up.

Mr. Curtis. How did you go about making these tests? Did you meet any resistance?

Mr. MacDonald. Surprisingly little.

Mr. Curtis. Just tell the committee how you went about it.

PROCEDURE IN MAKING BLOOD TEST

Mr. MacDonald. Well, arrangements are first made to secure the cooperation of the farmer employing the persons, and then a visit is made to the farm, and the persons are asked to submit to this test. It is a thing which they do voluntarily. Sometimes we find the farmer has encouraged them to submit to this test when our workers arrive, but in the main the colored people are not very strongly opposed to it.

Mr. Curtis. What treatment do you give in cases you find to be positive?

Mr. MacDonald. The people have the opportunity to go to any physician of their own choice for treatment.

Mr. Curtis. Without expense to them?

Mr. MacDonald. That is at their own expense. If they prefer, however, they can come to free clinics which were established last summer in the area, where physicians employed by the State health department on part time give treatments without charge to these people. In some instances they come themselves, and in some instances the farmer transports them to the clinic to get the treatments at intervals prescribed.

MOST POSITIVE CASES TREATED

Mr. CURTIS. About how many of them took some kind of treatment last summer?

Mr. MACDONALD. Oh, I couldn't tell you the exact number, but it was a very high proportion of the positive cases. Of course, some were lost, you see.

Mr. CURTIS. Moved on?

Mr. MACDONALD. That is right.

Mr. CURTIS. By the time the results of the tests were available?

Mr. MACDONALD. That is right. And some of them, when the nature of the tests was made known to them, moved rather than submit to treatment. Some of them were entirely lost, but we did have such records as we could obtain from these individuals as to their home addresses, and at the conclusion of the work, when these people presumably returned to their homes or went elsewhere, notifications were forwarded to the health departments of the respective States.

Mr. CURTIS. Did you find most States cooperative?

Mr. MACDONALD. Yes.

Mr. CURTIS. Are other States treating this migrant labor situation in the same way?

Mr. MACDONALD. I can't answer that.

Mr. CURTIS. How many of these 2,500 people were children?

Mr. MACDONALD. I should say—by "children" you mean persons below 15 years of age?

Mr. CURTIS. Yes.

Mr. MACDONALD. I should estimate about 10 percent of the whole group were below 15 years of age.

Mr. CURTIS. Was there a bigger percentage of positive cases among the children?

Mr. MACDONALD. No; among the adults.

SYPHILIS AMONG CHILDREN

Mr. CURTIS. Did you find any syphilis among the children?

Mr. MACDONALD. Some.

Mr. CURTIS. Would you say it was a rate half as high as for the adults?

Mr. MACDONALD. I would hesitate to answer without going to the records, sir. We could find that out for you, but I would have to testify now from memory, and I would hesitate to do that.

Mr. CURTIS. What does your department do, if anything, to supervise sanitary or housing facilities furnished migrant labor?

Mr. MACDONALD. Last summer, in this same area which we are discussing, we did this: A representative of the department, as time permitted, visited a cross-section of the farms at which some of the migratory laborers of this type were employed and housed. We were able to reach in that cross-section survey something between 50 and 60 farms, at which were accommodated slightly over 700 workers. I mean housed on the premises. Those 700 were housed in something like 86 buildings.

We do not actually supervise and detail the basic sanitation on these premises. In New Jersey we have a health administrative program which is legally based upon a municipality, as the basic health unit. It would be the obligation, theoretically, of the community, through its local health board, to control basic sanitary conditions within its jurisdiction.. Unfortunately that has not been very well done by the boards of health in the smaller townships in the rural areas, except on complaint or because of special necessity.

The State health department in its survey did gather some basic information about the sanitary conditions on these premises, and that information has been made known to some of the leaders in the potato-growing sections particularly, and has resulted in an encouraging expression of a desire on the part of the persons who housed these laborers to improve, in any way practical, the basic sanitary conditions at these premises, and there has been, sir, a decided improvement, I am sure.

Mr. Curtis. The leadership and fine service you are rendering in the testing and treatment of syphilis tends to direct the attention of people toward better sanitation, isn't that true?

Mr. MacDonald. Very directly so.

NEED MORE MONEY TO CARRY ON

Mr. Curtis. I think you are entitled to considerable credit from this State for the very fine work you have done. Does the department plan to continue this work?

Mr. MacDonald. This summer?

Mr. Curtis. Yes.

Mr. MacDonald. A week ago I should have said yes. However, much of the work is dependent upon an appropriation which the department has been receiving from Federal funds through the United States Public Health Service. Under the bill known locally as the Bullwinkle bill, we have just been advised by the United States Public Health Service that the quota allotted to New Jersey for this year, beginning July 1, has been reduced $22,000. That means, of course, there will have to be a retrenchment in expenditures, and it has not yet been decided just where that retrenchment will take place, or whether it will be possible to carry on a program in this area as it was carried on last year.

Mr. Curtis. Of these people who were found to have syphilis or indications of it, are they permitted to continue work and handle food articles?

Mr. MacDonald. You mean potatoes?

Mr. Curtis. Food.

Mr. MacDonald. They are working in the potato-growing areas; yes.

Mr. Curtis. With fresh vegetables?

Mr. MacDonald. Well, as a matter of fact, expert syphilologists tell us that in the case of a person under treatment with the accepted drugs for syphilis, lesions are closed—that is, there are closed lesions which might enable the individual to transmit infection—and therefore there would be practically no danger from them, even if they handled fresh vegetables.

HEALTH WORK IN INDUSTRIAL CENTERS

Mr. CURTIS. Now, could you tell us about your survey or work in connection with industrial centers, particularly the defense centers? Could you tell us what you are doing?

Mr. MACDONALD. In certain defense areas—I mean by that, in the immediate vicinity of some large defense industry—we cannot furnish very much additional help from our own resources. However, we are encouraging communities to furnish additional services in the field of public health wherever that is practicable.

Mr. CURTIS. That is being done in some places?

Mr. MACDONALD. It is.

Mr. CURTIS. How about the business concern themselves? Are some of them providing quite extensive health facilities?

Mr. MACDONALD. The industrial concerns themselves are providing health protection from the standpoint of industrial health within the plants. To the best of my knowledge, they are supplying very little outside the plants, in the line of facilities for personal health. They are in some instances supplying or furnishing, as a part of their plant facilities, certain sewage disposal facilities and certain water supply facilities necessary for the operation of their plant and for the use of their employees, if that is what you mean.

Mr. CURTIS. I mean in the way of any health treatment to their employees.

Mr. MACDONALD. Not in any general way, to the best of my knowledge, outside their own plants.

Mr. CURTIS. Can a nonsettled person who is without funds obtain medical care in New Jersey?

Mr. MACDONALD. There is no legal State set-up for it. However, I think it is fair to say that persons who are in need of medical care and cannot afford it can secure care at most of our hospitals and out-patient clinics, and a great many of our physicians of New Jersey are, according to information that we have available from time to time, furnishing a great deal of medical care in their offices gratis for persons who come in.

Mr. CURTIS. I am aware of that.

NO STATE MEDICAL CARE FOR INDIGENT MIGRANTS

Mr. MACDONALD. There is, however, no State-wide medical care for the low wage, if that is what you mean, except through certain of the relief agencies which are set up to take care of the recipients of relief, as I understand it.

Mr. CURTIS. In an emergency, critical illness is always taken care of regardless of the question of legal residence?

Mr. MACDONALD. Well, that is a matter of humanitarianism. There is no set-up specifically for that purpose.

Mr. CURTIS. But, in your opinion, does anyone suffer for lack of medical attention in New Jersey when he becomes critically ill or is the victim of an accident, if that person is at the same time without funds and a nonresident of New Jersey?

Mr. MacDonald. I can give only a personal opinion on that. I believe acute illnesses in such cases are cared for as a result of charity rather than out of municipal or Federal or State funds.

Mr. Curtis. That is all, Mr. Chairman.

The Chairman. Thank you very much, Mr. MacDonald. Our next witness is Lieutenant Dunn.

TESTIMONY OF LT. D. J. DUNN, STATE OF NEW JERSEY DEPARTMENT OF POLICE, TRENTON, N. J.

The Chairman. Lieutenant Dunn, Congressman Arnold will interrogate you.

Mr. Arnold. Will you state your name, address, and title for the reporter, please.

Lieutenant Dunn. Lt. Daniel J. Dunn, New Jersey State Police, Trenton, N. J.

Mr. Arnold. Your statement, lieutenant, is at hand and will be made a part of the record.

(The statement referred to above is as follows:)

STATEMENT BY LT. D. J. DUNN, STATE OF NEW JERSEY, DEPARTMENT OF POLICE, JUNE 18, 1941

During the month of July 1940 members of the State police, in cooperation with the division of venereal disease control of the State department of health, started to fingerprint all migratory laborers who voluntarily submitted to be fingerprinted; the results of this work were, as follows:

Counties concerned	Number of farms	Number of persons printed
Monmouth, Middlesex, and Mercer	29	619
August activities were, as follows: Monmouth, Middlesex, and Mercer	108	1,360
September activities were, as follows: Monmouth, Middlesex, and Mercer (farms remaining)		301

Of the laborers printed, it was determined that four were fugitives from other States. Furthermore, a large number had previous criminal records, although the majority of those having such records were for minor crimes—assault, simple assault, assault and battery, breaking and entering, larceny, etc.

The number of arrests of migratory laborers in the three counties abovementioned, reported by the State police, was 96, for all types of offenses. Magistrates reporting cases brought before them and tried, showed there were 91 cases. However, a number of those reported by magistrates and those reported by the State police were identical cases, and, so far as we can determine, there were only 137 arrests made by all agencies concerned, which, ultimately, were reported to the State police. There is a possibility that some local police authorities took cases before other magistrates but did not report the fact that they involved migratory laborers. However, in that event, they were for very minor cases of little value as a matter of statistical record.

Beyond the foregoing the department established a new method of patroling the so-called potato belt area, whereby constant patrols were maintained at those hours and on those days when the workers were not kept busy, although during the interim trooper patrols did get in and out of the farm districts so that the workers could see the areas were under constant police check. The patrols and the fingerprinting of the laborers were, we believe, largely responsible for keeping disorders to a minimum and did prevent, to a considerable degree, crimes which were prevalent in other years. Such things as gambling, assaults, disorderly conduct, drinking and other minor disturbances constitute the greater majority of the arrests made. There was very little serious crime of any type reported.

To date, there is no change in migratory labor activity, because of the defense situation, insofar as we can determine.

TESTIMONY OF LT. D. J. DUNN—Resumed

Mr. Arnold. Would you summarize for the committee the work of the State police in regard to migratory labor during 1940 and also at the present time?

Lieutenant Dunn. Briefly, during 1940 the department of State police cooperated with the New Jersey State Department of Health and with many of the farmers in our potato-growing area, in the matter of fingerprinting the laborers on those farms. The total number of persons fingerprinted was 2,300.

A search of the record of those fingerprinted indicated that four were fugitives from other States; that a large number had previous criminal records, although the majority of those having such records were for minor crimes, such as assault, simple assault, and assault and battery, breaking and entry, and larceny. There was no great police problem in the State last year as the result of the influx of migratory labor. We do not anticipate any this year.

Mr. Arnold. You don't anticipate much migratory labor coming in, do you?

Lieutenant Dunn. I might clarify that by saying we don't anticipate any more of a police problem this year than we had last year.

Mr. Arnold. Now, you are speaking of laborers who come in from outside the State, whom you fingerprinted. With this influx of labor, have you noticed in your State police department an increase in crime?

Lieutenant Dunn. There is an increase during the summer season, when the migrant laborers are in the State.

Mr. Arnold. I think that is all, Mr. Chairman.

The Chairman. Thank you very much, Lieutenant Dunn.

Our next witness is Dr. Potter.

TESTIMONY OF DR. ELLEN C. POTTER, DIRECTOR OF MEDICINE, STATE DEPARTMENT OF INSTITUTIONS AND AGENCIES, TRENTON, N. J.

The Chairman. Mr. Curtis will interrogate you, Dr. Potter.

Mr. Curtis. You are Dr. Ellen C. Porter?

Dr. Potter. That is right.

Mr. Curtis. And what is your official title?

Dr. Potter. Director of medicine, department of institutions and agencies.

Mr. Curtis. For the State of New Jersey?

Dr. Potter. That is right.

Mr. Curtis. You have prepared a statement for the committee. Your paper will be received and incorporated in our record.

(The paper referred to above is as follows:)

STATEMENT BY DR. ELLEN C. POTTER, DIRECTOR OF MEDICINE, DEPARTMENT OF INSTITUTIONS AND AGENCIES, TRENTON, N. J.

Shortage in Personnel of State Institutions

The evidence of acute shortage of personnel in our State institutions became accentuated in March 1941. At that time an inquiry was addressed to all State institutions asking how many vacancies existed on the regular pay roll and how many additional employees were authorized but had not been appointed, although funds were available, because they could not be secured.

As a result of this inquiry the following statement is made:

As of report rendered on March 18th—

Vacancies on pay roll, nurses	25
Positions authorized and funds provided but no candidates available, nurses	28
Total nurses lacking, chiefly mental hospital	53

	Male	Female	Total
Vacancies on pay roll, attendants	69	55	124
Positions authorized, funds provided, but no candidates available	67	59	126
Total lacking	136	114	250

As of March 18, 1941, there were five vacancies among medical officers with the prospect of a steadily increasing deficiency.

CAUSES OF SHORTAGE

This reduction in personnel in State institutions is due to the following causes:

Medical men.—Called up for Army service.

Graduate registered nurses—Called up to service with Red Cross, the Army, or Public Health Service, with higher salary than we can offer.

Attendants.—Both male and female leave the hospital to accept positions in defense industries at wages very much higher than the institutions can offer, even when the value of maintenance is included. (Hercules Powder Co. and Arsenals, etc.)

RECRUITING REPLACEMENTS

All efforts made to fill up the ranks of institutional employees have been unsuccessful even with the full cooperation of the State employment service, which reported to us on June 11, 1941 (after making an exhaustive effort to secure nursing personnel), as follows:

"From all these reports we feel that qualified nursing personnel is just as scarce as are machinists for industrial employers. We have tried to work out some arrangement with the Philadelphia State Employment Offices, but they advise they have their hands full recruiting for Pennsylvania institutions."

We recognize that our personnel problems are not created by interstate migration but rather by intrastate movement of people in search of work and for patriotic motives.

In further explanation of our situation, the Division of Statistics and Research submits an analysis of labor turn-over in State institutions over the last 4 years.

CONCLUSIONS

The effect of the defense effort upon personnel in the Civil Public Welfare Institutional Services is—

1. To deplete very seriously both the professional, technical, and custodial personnel, because of—

(*a*) The high wages offered by defense industries;

(*b*) The patriotic appeal;

(*c*) The call into the services of Reserve medical officers and nurses; and (*d*) The steady rise of the census of inmates in correctional, mental, charitable institutions accelerates the disproportion as between personnel and inmate population.

2. To hamper very seriously the recruiting of replacement personnel in all branches of institutional service, because—

(*a*) The cream of all free available professional, technical, and custodial personnel in the community has been swept into industrial and defense services; and

(*b*) The civil standards of compensation (and State appropriations based on those standards) for institutional support make it impossible for civil governmental institutions to compete successfully in a competitive labor market.

3. The lack of coordination between the National Youth Administration and the Civilian Conservation Corps creates a competitive situation as between two very useful arms of the Federal services to the disadvantage of both; until such coordination is realized there will be considerable loss of effectiveness in the defense effort. We believe that coordination would make for better utilization and training of manpower in the age grouping of 17 to 21 years, and that an effective health and rehabilitation program is essential to an all out defense effort.

4. In the light of these statements it seems apparent that while the defense effort should not slacken, in terms of developing the arsenal for democracy and preparing men to fight for democracy, that the civil services needed by all the people should not be jeopardized because of failure to plan constructively and to appropriate intelligently to meet those needs.

LABOR TURN-OVER IN STATE INSTITUTIONS

REPORT BY DIVISION OF STATISTICS AND RESEARCH, STATE DEPARTMENT OF INSTITUTIONS AND AGENCIES

The constantly improving employment situation in the industrial world is making itself felt somewhat adversely upon the institutional personnel;

1. An increasing number of employees are being taken on and are separating from institutional services; and

2. There are growing difficulties in keeping the number of institutional positions filled that are authorized under the budget.

These facts mean that the institutions must operate with a staff that, without these further depletions, was already reduced to a minimum and that the unusually large shifting of the institutional personnel causes definite instabilities in running the institution and entails extra efforts to train the new employees who stay but a short while.

Here are the labor turn-over figures for all State institutions combined:

Fiscal year ending June 30	Total number of employees on pay roll	Accessions during year	Separations during year	Turn-over rate per 100 employees	
				Accessions	Separations
1938	4,358	1,947	1,971	44.7	45.2
1939	4,417	1,467	1,427	33.2	32.3
1940	4,539	1,742	1,620	38.4	35.7
1941 [1]	4,351	2,393	2,714	55.0	62.4

[1] Estimated on basis of 10 months' experience.

During the last 6 months the cumulative number of individuals entering and leaving the institutional services were as follows:

Year and month	Accessions	Separations	Year and month	Accessions	Separations
1940—July to November	985	1,038	1941—February	1,508	1,630
December	1,134	1,212	March	1,733	1,889
1941—January	1,329	1,425	April	1,953	2,164

As a consequence of the inability to replace adequately the separations from service, the ratio of the institutional population per employee is rising:

Year and month	Institutional population	Number of employees	Institutional population per employee
1940—September	21,332	4,569	4.7
1941—January	21,660	4,472	4.8
March	21,719	4,412	4.9
April	21,700	4,351	5.0

MENTAL HOSPITALS LABOR TURN-OVER

In the State mental hospitals the labor turn-over is largest among nurses and attendants, the group which is closest to the patient and where an excessive shifting has definitely deleterious influence upon the patients.

Figures for the nurses' "turn-over" are given below:

Fiscal year ending June 30	Total number of nurses on pay roll	Hired during period	Left employment during period	Turnover rate per 100 nurses on pay roll	
				Hired	Left
1938	156	68	64	43.6	41.0
1939	172	89	73	51.7	42.4
1940	142	95	74	66.9	52.1
1941 [1]	187	85	91	45.5	48.7

[1] Estimated on basis of 10 months' experience.

The attendants' turn-over figures are as follows:

Fiscal year ending June 30	Total number of attendants on pay roll	Hired during period	Left employment during period	Turn-over rate per 100 attendants on pay roll	
				Hired	Left
1938	1,065	939	985	88.2	92.5
1939	1,048	685	702	65.4	67.0
1940	1,091	884	842	81.0	77.2
1941 [1]	909	1,129	1,433	124.2	157.6

[1] Estimated on basis of 10 months' experience.

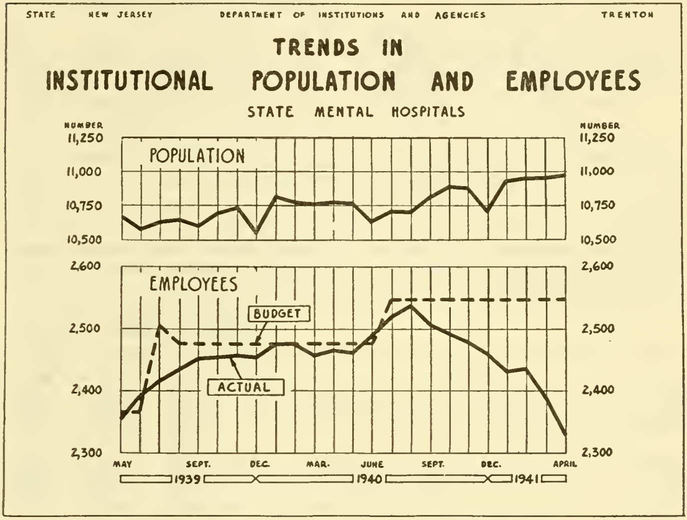
ACTUAL EMPLOYMENT VERSUS BUDGET AUTHORIZATION

During the last 4 months 4,617 institutional employees were authorized under the Budget covering all institutions. The actual number employed has been decreasing, leaving a large margin of vacant positions:

Month and year	Number on pay roll at end of month	Percent employed compared with Budget authorization
1940: September	4,569	99.0
1941:		
February	4,477	97.0
March	4,412	95.6
April	4,351	94.2

The situation is somewhat more serious in State mental hospitals. Against an authorized number of 2,544 employees the trend in actual employment showed:

Month and year	Number on pay roll at end of month	Percent employed compared with Budget authorization
1940:		
August	2,538	99.8
December	2,459	96.7
1941:		
January	2,430	95.5
March	2,388	93.9
April	2,327	91.5



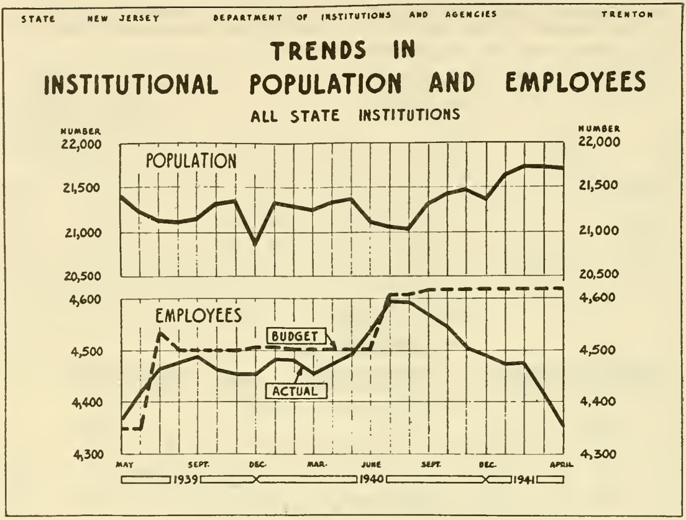
THE EFFECT OF DEFENSE EMPLOYMENT AND NATIONAL YOUTH ADMINISTRATION TRAINING PROGRAM ON CIVILIAN CONSERVATION CORPS IN NEW JERSEY

The effect of defense employment and consequent movement of population has been seriously felt within this State in connection with Civilian Conservation Corps enrollment, as well as the effect on the average number of Jersey men in Civilian Conservation Corps camps. In addition, the preferential selection of candidates for the National Youth Adminstration program has diverted candidates from Civilian Conservation Corps enrollment.

The number of New Jersey men enrolled in April 1939 was 2,849, and for April 1941 enrollment was only 1,299, a drop of 54 percent.

The number of New Jersey men in camp in the Second and Ninth Corps Areas in January 1939, was 8,951, and in January 1941 was 4,030, a drop of 54 percent.

Our experience indicates great need for coordination and regularization of the selective process as it relates to these two programs.



Department institutions and agencies, Trenton—Civilian Conservation Corps, number requisitioned, number enrolled, and number in camp

	Number requisitioned	Number enrolled	Number in camp
1939			
January	2,010	2,004	8,951
April	2,849	2,849	8,882
July	2,438	2,438	8,318
October	2,822	2,553	8,252
1940			
January	2,973	2,734	7,849
April	2,480	2,466	7,656
July	2,478	2,344	6,810
October	2,459	1,245	5,492
1941			
January and February	1,825	1,375	4,030

TESTIMONY OF DR. ELLEN C. POTTER—Resumed

Mr. Curtis. I wish you would briefly summarize and stress a few of the high points in your paper. Just proceed in your own way, Dr. Potter.

Dr. Potter. The paper is based on an inquiry that arose last March because our institutions found themselves so short of professional and custodial staff. We made the inquiry then and found ourselves something like four-hundred-odd short in attendants, both male and female, and 52 short of nurses, and a small number of physicians, and with the expectation of considerable more shortage as time went on.

Also, we are including a study made by the director of our Division of Statistics and Research, covering the turn-over in personnel since 1938. Your representative who spoke to me said that he would like to have figures on 1939, which would be before the defense industries went into operation, to see whether there was any correlation between our present situation and our situation then.

It seems quite evident that there is a correlation, and our mental hospitals suffered chiefly in relation to it.

SWITCH TO EMPLOYMENT IN ARSENALS

The male and female attendants in very considerable numbers have gone into the Hercules powder plant and the arsenals of the State and other defense industries.

The State employment service tried to do us a very great service in an attempt to recruit nurses, because we had found ourselves utterly unable to locate any, and after a very comprehensive and vigorous search, they reported back to us that their experience indicated that it was just as difficult to find an available, qualified nurse as it was to find a skilled mechanic for industry.

We still have this continuing shortage in all fields and we don't see how we are going to meet it because even with the attendants we have, we are now reduced to the point of going down to the gate and taking whomever we can find; and if they survive the first pay day and don't get drunk, we are thankful, because the level of quality of persons who come to the institutions for employment has distinctly lowered. Obviously, the supply we formerly drew upon has been picked up by industry, and the lower level of employable persons, from the point of view of both skill and morals, shall I say, is all that is now available to us.

Mr. Curtis. How many people are being cared for in these institutions that you refer to?

Dr. Potter. We have approximately 20,000 people.

Mr. Curtis. About how many male nurses and how many female nurses do you use?

Dr. Potter. We have relatively few male nurses. I think the figure on the last pay roll was something like 183.

Mr. Curtis. You use registered nurses?

Dr. Potter. Registered nurses and graduate nurses. Of course in the attendant field we may get some practical nurses, and some persons who have no technical skill whatever but are good custodial officers.

PAY OF NURSES

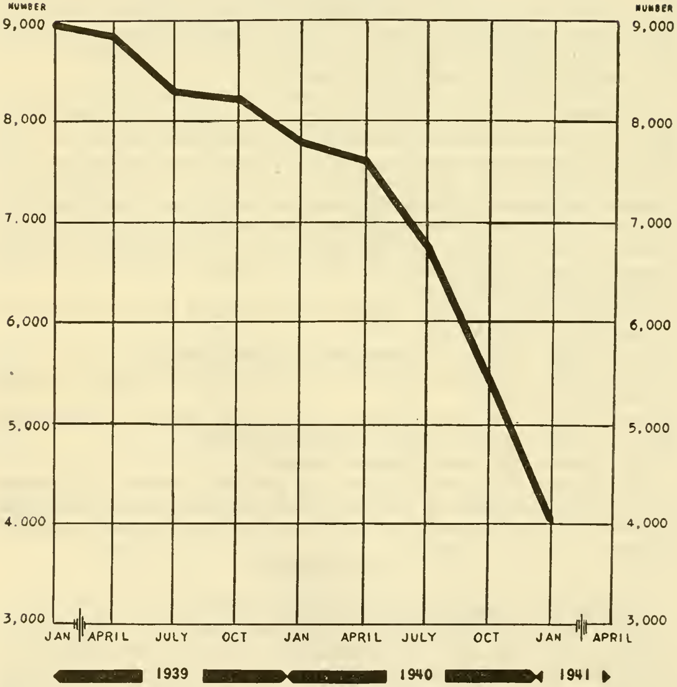
Mr. Osmers. What do you pay them, Dr. Potter?

Dr. Potter. Attendants begin at $55 and maintenance, with civil protection, retirement and so on, and the rate runs up to $80 and $90. I think the male charge attendants will get something like $100 and maintenance. Nursing begins at $75 or $80 plus maintenance and all the protection, and runs on up to the chief nurse in our largest hospital at something over $3,000 and maintenance.

ENROLLEES

IN C.C.C. CAMPS IN NEW JERSEY

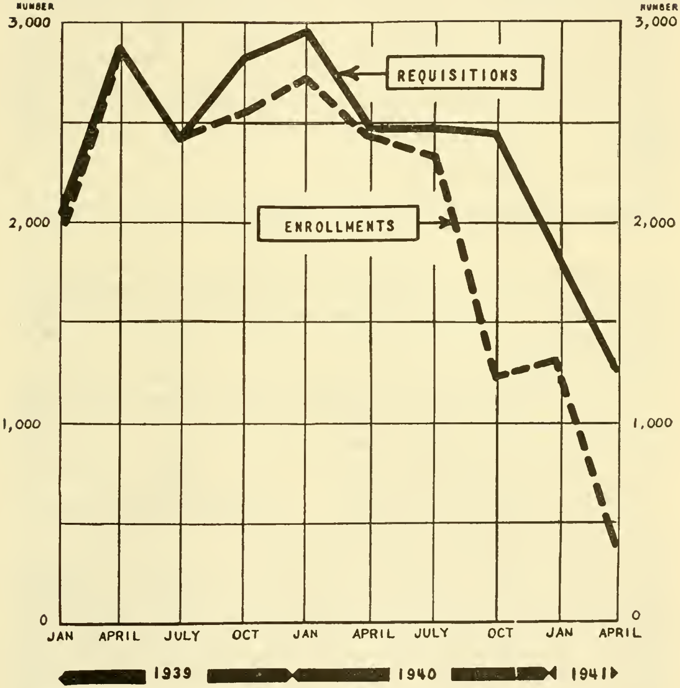
1939 - 1941



REQUISITIONS AND ENROLLMENTS

FOR C.C.C. IN NEW JERSEY

1939 - 1941



Mr. CURTIS. I think you might be interested to know one of the Congresswomen, Representative Frances P. Bolton, of Ohio, who has interested herself in this problem and has done a great deal toward making the Congress aware of the shortage of nurses in this situation.

Dr. POTTER. It is a terrific situation.

Mr. CURTIS. She has, as I understand it, her own school of nursing back in her home town in Ohio, and has been doing some excellent work and is giving some very fine information to Congress relative to this problem.

You may proceed.

Dr. POTTER. We see, in New Jersey, the effect of the defense industries, plus the training program of N. Y. A., reflected in the terrific reduction in the number of C. C. C. men whom our department has been called upon to enroll. I think the document that you have there has some charts that show, for the institutions, the relationship between the ever-increasing population and this abrupt drop in personnel. And the same thing is shown in relation to the C. C. C. men.

Just yesterday we received our requisitions from Washington for 2,400 men, 500 of them Negroes, which is the largest allocation they have ever given us, and the reports from our local selecting agent show they have only 300 men applicants for the enrollment that is to begin July 1.

Mr. CURTIS. That is in the C. C. C.?

LACK OF COORDINATION IN CIVILIAN CONSERVATION CORPS, NATIONAL YOUTH ADMINISTRATION

Dr. POTTER. Yes. So that the whole thing seems to tie together; our qualified staff is being depleted, with no hope of recovering it to the standard level in the institutions; and there is a lack of coordination, at least, between those two types of Federal program, the C. C. C. and the N. Y. A.

The N. Y. A., while it is obliged to reduce its enrollment, is thinking at present of developing a ward-assistant type of project, which might conceivably bring some help into the institutions, but not on the nursing level, just on the attendant level.

Mr. CURTIS. You feel there is somewhat of a conflict in the way it is working out here between the N. Y. A. and the C. C. C.?

Dr. POTTER. Yes, sir; that has been true for a great many months.

Mr. CURTIS. Would you want to be more specific about that, as to what could be done to better the situation?

Dr. POTTER. Well, I would be very much interested in seeing, instead of two agencies competing for these young chaps between 17 and 18 during the enrollment period, a channeling through some classification and guidance into the kind of thing that would most quickly make them effective for industry or for agriculture or for whatever it might be that was needed. But the fact that the N. Y. A. offering preferential wages and the privilege of living at home, and being under less rigorous discipline than the C. C. C. camps, seems to induce quite a large group to choose the N. Y. A. in their youthful desire for greater freedom.

Mr. CURTIS. What does the N. Y. A. offer them?

Dr. POTTER. They have a number of resident centers for industrial training. They have also out-of-school jobs, with working time of less than a half day and paying a sum of money in hand that is larger than the C. C. C. gives the boy in hand.

Mr. CURTIS. Have you made any observations as to the types of jobs the people who may be leaving your State are seeking?

Dr. POTTER. Skilled toolmakers and machinists and people of that sort, and the women, are going into the powder plants. Some are going into aircraft production up in north Jersey. I don't know all the things they do in arsenals, but it is reported to me they are going into arsenals.

Mr. CURTIS. I think that is all, Mr. Chairman.

The CHAIRMAN. Thank you very much, Dr. Potter.

Our next witness is Mr. Harding.

TESTIMONY OF ERNEST HARDING, DEPUTY COMMISSIONER, STATE DEPARTMENT OF PUBLIC INSTRUCTION, TRENTON, N. J.

The CHAIRMAN. Mr. Harding, Congressman Osmers will interrogate you.

Mr. OSMERS. Mr. Harding, will you give your name and title for the record?

Mr. HARDING. Ernest Harding, deputy commissioner of education, State Department of Public Instruction. I might add that there are several other members of the department present this afternoon, including Dr. Charles H. Elliott, our State commissioner of education, and also two other staff members who will be available for answering certain questions on which they have details.

Mr. OSMERS. The prepared statement that you have submitted will be incorporated in the record of our hearing.

(The statement referred to above is as follows:)

STATEMENT BY ERNEST HARDING, DEPUTY COMMISSIONER, STATE DEPARTMENT OF PUBLIC INSTRUCTION, TRENTON, N. J.

Critical need for increased school housing will be apparent for 1941–42 in the following school districts of New Jersey due to housing developments in defense areas for workers in defense industries:

Clifton, Passaic County.
Clark Township, Union County.
Camden City, Camden County.
Audubon, Camden County.
Beverly, Burlington County.
Wrightstown, Burlington County.
Fort Monmouth, Monmouth County.
Lakehurst, Ocean County.

Extra available school facilities are available in large cities but not in smaller communities such as those mentioned above (except Camden). Such communities will need Federal or State aid or both if they are to properly provide school facilities for the children of migrant workers in defense areas.

Bond-limitation laws in New Jersey make it illegal for a community to bond itself beyond 7 percent for municipal purposes and 8 percent for school purposes. The two most important bond limitation statutes for schools are Revised Statutes 18: 5–84 and 18: 5–85, which are quoted below:

"18: 5–84. On and after June twenty-sixth, one thousand nine hundred and thirty-six, it shall be unlawful for the board of education of any school district operating under the provisions of chapter 7 of this title (18: 7–1 et seq.) to authorize the issuance of bonds which together with the bonds theretofore issued (and not redeemed) less sinking funds held for the payment of the same (which shall be known as the net debt), shall exceed six per cent of the average of the last three assessed valuations of real property (including improvements) of the municipality or municipalities included in the school district as shown by the last three published abstracts of ratables of such municipality or municipalities, except that a school district which has or may hereafter have an approved high school may bond not to exceed eight per cent of the assessed valuations. In any district in which there is not a high school, such eight per cent limitation shall apply to such district for the construction of a high school building. The limitations imposed in this section shall not affect or apply to bonds heretofore or hereafter issued by any regional board of education. Nothing contained in this article shall apply to or affect or limit the issuance of bonds by any board of education for the purpose of refunding outstanding bonds heretofore or hereafter issued by such board of education."

"18:5–85. In event any municipality shall have unused borrowing power as shown by the supplemental debt statement, hereinafter prescribed, in which the coextensive school district is restricted by the limitation imposed by section 18:5–84 of this title and the net debt of such school district together with the bonds proposed to be issued exceeds the limitation fixed by said section 18:5–84, then and in such case the voters of the school district may authorize and the board of education may incur such further indebtedness and issue and sell such bonds in amount exceeding such limitation, provided that it shall be shown that the percentage of net debt of the municipality as shown by such supplemental debt statement, plus the percentage of the net debt (including the bonds proposed to be issued) of the school district computed as provided by said section 18:5–84, shall not exceed thirteen per cent of the average of the last three published assessed valuations of real property (including improvements) of the municipality, except that the net debt of any municipality coextensive with a school district which has or may hereafter have an approved high school, plus the net debt of such school district, shall not exceed fifteen per cent. Where the board of education of such school district shall propose to increase the indebtedness, by issuing bonds of such school district under this section, the board of education shall cause to be clearly and prominently printed as a part of the notice for the meeting of the voters of such school district, as provided by this title, the following form with appropriate figures filled in blank spaces:

"NOTICE TO VOTERS

"1. Unused borrowing power of the municipality------------------ $------
% of unused borrowing power of the municipality-------------- ----%
"2. Unused borrowing power of the school district------------------- $------
% of unused borrowing power of the school district--------------- ----%
"3. The amount of bonds to be authorized---------------------------- $------
% of average valuation such bonds represent------------------- ----%
"4. The amount of bonds that will be chargeable to the municipality's borrowing capacity--------------------------------------- $------
"5. The per cent to be charged against the municipality's borrowing capacity -- ----%"

Moreover, New Jersey has no law which provides any capital outlay money for constructing school buildings.

Though some Federal legislation has been introduced to help with this problem, none of it has yet become law. In the meantime, plans for temporary housing of these additional pupils in September must be made and carried out pending construction of additional school facilities. The problem presented the local community in financing the additional educational costs is more serious due to the fact that the small amount to be paid in lieu of taxes in the Federal tax exempt housing developments is much less than the added costs of providing public services.

The New Jersey statutes provide a $45 annual apportionment per pupil from the State school tax 10-percent reserve fund to help defray costs of educating children living on Federal reservations. Because of the great number of such children who will be living on Federal tax-exempt property during 1941–42, such allotments would quickly be exhausted and would result in subtracting of State aid to other school districts since the gross total to be distribued among he several school districts would not be increased over previous years.

It is imperative that Federal legislation be enacted along the lines of H. R. 1313 and H. R. 4545 if the affected communities in New Jersey are to properly provide for the education of these large groups of children of defense workers.

Inadequate local financial resources, State bond limitations laws, high existing tax rates, and the absence of capital outlay funds from State revenues are among the factors which suggest the pressing need for Federal aid for added school construction and increased current expense costs.

The congressional bills referred to above will not in our opinion provide sufficient moneys to meet the need. Additional supplemental Federal legislation is needed.

EXHIBIT A.—PRESENT STATUS OF FEDERAL LEGISLATION RELATING TO FEDERAL AID TO SCHOOL DISTRICTS IN DEFENSE AREAS

Herein is presented a brief résumé of the provisions and the present status of bills which have been introduced into Congress which, if and when passed, will aid materially in alleviating the severe hardships which would otherwise ensue in certain school districts in New Jersey which have received or will soon receive a large influx of defense-worker families.

FEDERAL LAWS

(1) Section 9, Public Act 849: "Annual sums in lieu of taxes."

(2) H. R. 4545 (Lanham): Provides for the acquisition and equipment of public works made necessary by the defense program. Bill designed to relieve shortage in congested areas of school buildings, health facilities, and other welfare and safety facilities for workers. Is now before Senate Committee on Buildings and Grounds. Hearings were held on May 19–20. Passed the Senate with amendments on June 12; the bill is now before a joint conference committee.[1]

(3) H. R. 4695 (Thomas), to Committee on Buildings and Grounds: To enable school districts in which real estate has been acquired by the United States for national defense purposes to maintain school facilities and other essential school services and to pay principal and interest on bonded indebtedness. Subsidies are granted to the local taxing units to compensate for loss of revenue resulting from acquisition of real estate by the Federal Government. (Congressional Record, May 8, p. 3810.)

(4) S. 1375 (McCarran), to Committee on Education and Labor: To provide for certain community facilities made necessary by the exigencies of national defense. During the emergency the President is authorized to acquire, transfer, sell, or lease any community facility needed by the States and political subdivisions. Under "community facility" is included buildings, grounds, and incidental equipment (including transportation) for elementary and secondary schools. One hundred and fifty million dollars is appropriated to carry out the provisions. (Congressional Record, April 25, p. 3375.)

(5) S. 1410 (McCarran), to committee on Public Lands and Surveys: To provide a method for making payments to the States with respect to certain conservation, military, and naval lands, and power projects. Funds paid to the States and apportioned to the counties shall be expended for public schools and public roads pending action of the State legislature to otherwise expend the money. (Cong. Record, April 29, p. 3452.)

(6) S. 1313 (Thomas), to Committee on Education and Labor: To strengthen the national defense and to promote the general welfare through the appropriation of $300,000,000 to assist the States and Territories in meeting financial emergencies in education and in reducing inequalities of educational opportunities (Congressional Record, April 7, p. 3114). Hearings were held April 28–30; the printed report will be available at the Senate Document Division.

(7) H. R. 4761 (Ellis), to Committee on Education: To strengthen the national defense and promote the general welfare through the appropriation of funds to assist the States and Territories in meeting financial emergencies in education and in reducing inequalities of education opportunities. Education Finance Act of 1941. Companion bill to S. 1313 (Thomas). (Congressional Record, May 15, p. 4234.)

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[1] This measure was approved, as amended, on June 28. See San Diego hearings, p. 5007.

Exhibit B.—*Data concerning defense area housing developments in New Jersey in relation to need for additional school facilities*

Housing location	Units	Defense area	Number of school children	School district	County	Estimated cost of buildings
Camden (Audubon)	500	New York shipbuilding	500	Audubon	Camden	$235,000
Camden	500	Defense industry	500	Undetermined	Camden	235,000
Camden (private)	250	do	250	Bellmawr	Camden	[1]
Clark Township	700	do	1,050	Clark Township	Union	530,000
Clifton	200	do	300	City of Clifton	Passaic	[1]
Dover	300	do	450	Dover	Morris	[1]
East Paterson	300	do	450	East Paterson	Bergen	[1]
Fort Dix	100	U. S. Army fort	150	Wrightstown Borough	Burlington	457,000
Fort Dix (Off. Res.)		do	488	New Hanover Township and Pemberton Borough.		
Long Branch	265	Fort Monmouth	397	Shrewsbury	Monmouth	200,000
Newark	300	Defense industry	450	Newark	Esse	[1]
Pedrickstown	100	Delaware Ordnance Depot	150	Penns Grove	Salem	390,000
Pedrickstown (private)	100	do	150			
Bonhamtown (pending)		Raritan Arsenal	[1]	Raritan Township	Middlese	[1]
Lakehurst	50	Naval air station	100	Manchester Township	Ocean	58,000
Beverly	[1]	[1]			Burlington	
Total	3,665		5,385			2,105,000

[1] Undetermined.

EXHIBIT C.—MEMORANDUM TO DR. CHARLES H. ELLIOTT, STATE COMMISSIONER OF EDUCATION, ON THE NATIONAL DEFENSE TRAINING PROGRAM, JUNE 26, 1941

What the vocational schools of New Jersey have done for training workers for the national defense: Six thousand seven hundred persons who were totally unemployed or who were on Work Projects Administration projects were trained and placed in employment in the period July 1, 1940, to June 1, 1941. This number will be 7,000 or more before the close of the first year of operating the program. In addition, 3,750 different persons who were employed in defense industries attended these schools to receive supplementary training. These persons participated in three or more courses and were intended to increase their skill or their technical knowledge.

ORIGIN OF WORKERS

From where these workers came and the miles they traveled: They came from areas surrounding the school district. Some lived in the community where the school was located; some lived 25 or more miles from the school where they received their training. The vocational schools of the State, those which prepare for the trades and industries, were organized long before there was any interest in or need for training for defense purposes. Some of these schools were organized in 1913, 1914, and 1915. They were organized to serve the employment needs of the community in which they were located. The schools were made available for the training of workers for the national-defense industries by the boards of education which operate these schools. They were made available without regard to the residence of the trainees. Bus service is provided to transport persons from the outlying districts to the training centers

The transportation of trainees to available centers of training: One bus brings a group from Dover and points east of Dover in Morris County to Bloomfield. Another bus starts at Hackensack and brings trainees from points south of Hackensack to the Essex County vocational schools. Another bus has been operating from Hoboken to schools located in Bloomfield and Newark. The bus service was organized only when the supply of employable and trainable workers in the school district was exhausted. It was then the transportation of trainees started.

SUPPLY OF TRAINEES DWINDLING

The supply of available trainees is being diminished: In some districts and practically all districts, we are reaching the bottom of the barrel in trainable material. We must either provide for bus service bringing people into the schools from areas where there are unemployed and trainable persons or we must organize area schools which will provide this training for an area in which there will be a minimum of transportation. The organization of these area schools will involve an expenditure of funds which are not available at the present time. There should be at least five such area schools organized in areas of the State which are not provided with facilities at present.

The importation of trainees from other States: Trainees in the national-defense program conducted by the State in the local vocational schools have not been recruited from other States. The National Youth Administration is planning to bring about 500 youths from other States for training in New Jersey. It is likely many of these youth will remain in New Jersey and add to the youth adjustment problems of the State. Before we import people from other States into New Jersey for national-defense training, we should utilize existing supplies of trainable racial groups, and we may find it necessary to train female unemployed persons. The employers will have to develop a new attitude in accepting the racial groups which they now refuse to employ.

The relationship of the long-term regular vocational program in New Jersey to the national-defense training program: The regular program of vocational education in New Jersey has been maintained. It is important that it should be. It is of a long-term character and provides training for living as well as for work. The national-defense program is an intensified program of a narrow character. It cannot be justified as a long-term program in which boys and girls are being prepared for occupational life. New Jersey has maintained an outstanding program of vocational training in the field of industrial education, but this program needs to be expanded, and the need will be greater as the result of population changes which are likely to occur with the development and expansion of industry. This need can be met through regional or area schools in addition to these vocational schools now in operation. The expansion on this basis has been retarded by a lack of State and local funds. There is a need for Federal funds to help the State and local community in the organization of trade preparatory programs on a regional or area basis.

John A. McCarthy.

TESTIMONY OF ERNEST HARDING—Resumed

Mr. Osmers. I wonder if you will briefly summarize your paper.

Mr. Harding. Perhaps the best starting point might be to mention something already known to all the Congressmen present, and that is that on October 9, 1940, the Senate passed resolution 324, which, in effect, required the War and Navy Department Secretaries to make a survey.

Briefly, in the wording of that Senate resolution, the Secretary of the Navy and the Secretary of the War Department were called upon to make a full and complete study and investigation of all school facilities at or near navy yards, and Army and Navy reservations and bases at which housing programs for defense workers are being carried out or are contemplated.

I mention that at the outset because it is out of situations of that type that the most immediate and critical school housing problem has grown and is now in process of growing.

In response to that Senate resolution, the Congressmen present will recall that the War and Navy Secretaries requested the United States Office of Education, in cooperation with State departments over the country, to survey this situation at once, and then make a continuing survey, because this whole matter of housing in defense areas is very much in process and is by no means completed at this date.

Our State department of education has been making such a continuing survey in cooperation with the United States Office of Education.

You will recall further that the first report was made in January by the United States Commissioner of Education, and certain bills have been introduced in Congress—several of them the result, at least in part, of the findings of that survey.

And I might at this time make this one point, that it seems to us in New Jersey, as we have studied our own State problem, that Congress has very wisely anticipated some of the overloads in local communities as to housing the school children—children of defense workers, many of them migrant workers—through the introduction of the Lanham bill, so-called—that is, H. R. 4545[1]—and we think that type of bill is going to help this critical school housing situation which we have at the moment in 12 defense areas in New Jersey at this time.

$150,000,000 INADEQUATE FOR NEEDS

The Chairman. The trouble about that bill, though, Mr. Harding—if I may interrupt, Congressman Osmers——

Mr. Osmers. Go right ahead.

The Chairman. $150,000,000 was appropriated, as I remember.

Mr. Harding. That is correct.

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[1] See San Diego hearings, p. 5007.

The CHAIRMAN. Now, this committee was in San Diego, Calif., which is probably the "hottest" spot in the United States as an overloaded community in the defense program. Their population has been increased by about 100,000 people. San Diego alone is asking for $21,000,000, and California is asking for $50,000,000. There is only $150,000,000, and after New Jersey gets in its claim there will not be much left. I don't suppose your State would be any too modest about that, at least no more modest than San Diego.

The situation is that these communities simply cannot absorb their added burdens without Federal help; they cannot assume the financial burden of providing all the additional municipal services necessary. That is one of the reasons why these hearings are very important.

In San Diego they have developed what is called the Kearney Mesa Project, which is 6 miles away from the city. There are no schools there, no sewage disposal, no hospitals; but they are building 1,776 housing units to take care of 10,000 people. It is absolutely impossible for the city to carry that financial load. And that is why I say again that these hearings are important; we are the only agency who can pass the information back to Congress regarding your problems and what they really are along that line.

I think you will agree with us that $150,000,000 will not take care of the Nation-wide situation.

Mr. HARDING. You have stated our own position in this matter. The Lanham bill is desirable, but it will only go a part of the way. It will be spread, of course, too thinly over the country to meet the needs that exist, and other measures will be necessary.

OTHER LEGISLATION FOR AID TO COMMUNITIES

I have filed with this committee a list of these bills (p. 5667), which are better known to you than to me, which are already in Congress, and in which we are interested because we think they will help in some measure, at least, even though, as the chairman well says, they will by no means meet the whole situation.

The CHAIRMAN. You are taking a lot for granted when you say this committee knows about every bill in Congress. We are not mental giants. Once in a while, when we get a home newspaper, we find out about a bill passing Congress.

Mr. OSMERS. Honest confession is good for the soul, Mr. Chairman. Since I am in my home State, I cannot make any such confession as that.

The CHAIRMAN. You don't have to; you are a different kind of Congressman.

Mr. HARDING. Without taking the time of the committee now to go into detail, I am referring to this list, which is filed with you and enumerates the bills before Congress which seem to bear upon this school-housing problem in an important measure.

Now, just a few brief points that I will try to discuss as concisely as possible.

23 DEFENSE CENTERS OF NEW JERSEY

First, we have these 23 centers of New Jersey. Four are in or near military reservations; two are in cities; and the others are not in cities but in suburban and rural areas. We have, in those dozen situations that have thus far emerged, high concentrations of new school population which we will have to provide for next year. In several instances these housing developments have been completed. People are now moving in and the children will be knocking at our school doors in September.

In many instances the housing developments have not been completed. One of the phases of this total problem of providing adequate school facilities for these children grows out of the fact that most of these housing developments are not in our large cities.

Our large-city school systems are in a better position than the small ones to absorb without very much, if any, added school facilities, a sudden influx of children of migrant workers or defense workers, or whatever you call them. But our problem is a little more difficult because we have these 10 situations in suburban areas or in rural communities.

I am thinking of Audubon, for instance, as a community in Camden County. I am thinking of New Hanover Township in Burlington County, which is a rural community. We anticipate it will have about 300 pupils more in September than the 150 it now has, the 300 representing, you see, a complete new influx of students. New Hanover is a small rural community with low assessed valuations, with much of its property having been taken over already for the military reservation there, and with a bonded indebtedness which is up to the State limit at the moment and which, without Federal aid, probably cannot take over the whole burden itself.

Now, I mentioned first, then, the fact that most of these developments are in small communities and in rural areas in the State, as one factor which makes the problem of financing school housing and school operation a difficult one.

RESTRICTIONS ON SCHOOL OUTLAYS

The second point I would make is that though I am quite sure that the State of New Jersey and the local school districts will be anxious to do everything that is physically possible and reasonable for them to do to provide quickly and adequately for the schooling of these children, nevertheless there are certain factors which restrict the extent to which they can provide these facilities of and by themselves.

First, our State bond limitation act requires that municipalities not exceed 7 percent of the average assessed valuation for the last 3 years for municipal purposes, and where there are high schools, they may not exceed 8 percent of their bonded indebtedness for school purposes.

The fact of decreased property valuations in several of these areas also makes for added difficulty.

As to the size of this problem at the moment, and as it will probably be during the first few months of the fall, in our continuing study of the influx of new population in these 12 areas in the State, we expect in the fall that we will have to provide for 5,385 additional school pupils who will live in housing which we have estimated, and I think rather accurately, to be 3,365 units.

The estimated cost of buildings and equipment that would need to be added to existing facilities totals, according to our present estimates—and this is only a partial figure as some of these estimates in particular localities have been determined—$2,105,000.

Detailed figures on that have already been provided the committee.

I might add that one feature of the educational program of the State which seems to us to have already produced results of interest to the committee grows out of the fact that beginning last July 1, pursuant to legislation passed by Congress, we have trained in this State up to date approximately 7,000 defense workers.

We were not too concerned with where they came from, but their training was a part of the vocational-school program of the State—a phase of this whole problem in which I understand this committee is interested.

I might add that in addition to the 7,000 who have been trained and who have been placed in positions, we have an additional 3,750 persons were were employed in defense industries and who attended these schools in order to supplement their training so that the training that they would have would better fit the kind of thing they are needed for in defense industries.

I might, in concluding this very brief and sketchy statement, say that we look upon the problem of housing this large influx of new children in these defense areas from two points of view: First, it will take some time before permanent school facilities, in addition to present plans and in some cases new buildings, can be constructed to take care of the need. We do have that long term, more-or-less-permanent problem. In the meantime we have the second and immediate problem of the first day of school next September, prior to the time when it will be possible through State and Federal aid to construct these buildings. Temporary provision must be made for these 5,000 youngsters. We will have to provide some sort of additional temporary facilities for some time during the coming fall months.

I think I will stop at that point, Mr. Chairman. There are undoubtedly some questions.

INCREASE IN SCHOOLS, OR SHIFT?

Mr. Osmers. I was very much interested in one figure you gave—5,300 more pupils anticipated this September in the schools. I am not interested in the exact figure.

Mr. Harding. That is correct, in the 12 communities only.

Mr. Osmers. Now, what I am sure the committee will be interested in is to learn whether that is a net increase in the total school population of New Jersey or whether that is a shifting into the 12 communities from other places within the State.

Mr. Harding. In the main, I would say that that represents a shift within the State. To some degree it will probably represent, in small measure, the children who come from outside the State—Philadelphia, for instance, into the Audubon development, which is a commuting town near Camden. We expect there will be an influx of about 500 new pupils in that community, where 500 housing units have already been completed. People are living in them now. Some of these youngsters undoubtedly will come from Philadelphia and other parts of Pennsylvania because it is near to that area. And the parents of those children will work both in the Philadelphia Navy Yard and in the New York Shipbuilding Co. at Camden. But in the main I would say most of these children will come from other areas in New

Jersey. But they will be concentrated you see, in just these 12 situations, and that is where the maladjustment comes as to school provision.

Mr. Osmers. Now, you mentioned a figure of something over $2,000,000 that would be required to build the physical properties necessary to accommodate these children.

Mr. Harding. Yes; and that figure is one that I won't suggest you depend upon because——

Mr. Osmers. That is a guess?

Mr. Harding. Yes.

FEDERAL AID FOR MAINTENANCE

Mr. Osmers. I appreciate that. Assuming that the $2,000,000 plus was spent for school facilities, would the communities where the money would be spent be able to maintain those properties out of their tax income, or would the Federal Government also have to help them with maintenance?

Mr. Harding. The report that the War and Navy Secretaries passed on to the President and the Budget Commissioner anticipated that possibility and felt, as I recall it, that capital outlay costs represent something that the community would not otherwise have had to bear, and that the community should be aided with Federal funds and a portion of the current increased expense should come also from Federal funds.

Now, as I said before, I am quite sure that the local school districts will be willing in New Jersey to do all that is within their physical and financial power. I don't believe they are disposed to look upon the Federal Government as a paternal something which will do everything and they nothing.

Mr. Curtis. Will you yield to me, Mr. Osmers?

Mr. Osmers. Certainly, Mr. Curtis.

Mr. Curtis. Now, as I understand it, you are anticipating about 3,585 additional pupils and something like $2,000,000 additional in plant and equipment by reason of the defense activities in 12 centers.

Mr. Harding. That is correct.

Mr. Curtis. How much in defense contracts have those 12 centers obtained from the Federal Government?

Mr. Harding. I have no information on that. I would say, however, that this list of 12 communities which the committee has is so representative of the industrial areas of the State that it represents almost 100 percent of the defense areas in the State. It must be added, however, that the figures I have given you represent only new housing. The bulk of the defense industry workers are housed in private homes in the cities and towns, you see, where these defense industries exist.

LOCAL TAX ROLLS REDUCED

I should add one thing in response to Congressman Osmers' question: I think the reason why it will be difficult for local districts to foot the total increased maintenance costs is the fact that almost without exception in this list of defense areas, the property has been taken over and the local tax rolls—the assessed valuations—have been reduced, and the only thing up to the moment that these communities will get in the way of aid to compensate them for the withdrawal from those rolls comes from this payment by the Federal Government in lieu of taxes.

The CHAIRMAN. Mr. Harding, you are discussing just one phase of the whole problem—education?

Mr. HARDING. That is correct.

The CHAIRMAN. This Lanham appropriation of $150,000,000 isn't adequate. It will not take care of a third of the whole problem, so there will be, undoubtedly, another bill introduced. But don't you think the State of New Jersey might do well to go on record with something like this:

These 12 communities have grown on account of this defense activity. They need so much money on account of increased educational responsibilities, on account of sewerage, on account of housing. This is what the different communities can do themselves, as a part of the program, and they can't go any further on account of the debt limitation.

In other words, a picture from the State of New Jersey—just what your problems are in dollars and cents, broken down not only as to education but as to every other aspect.

Mr. HARDING. I think so. Of course our responsibility as a department is just for education, but I agree fully with what you have said.

This migratory conference group which is represented here, it seemed to me as I worked with the representatives, is a splendid example of State departments articulating in ways that are very worth while. I would add this: That it may be of interest to this committee to know that, as for education, at least, those specific facts are being certified continuously by us to the United States Office of Education, which has made arrangements with various groups in Washington to be a clearing house for information on these matters.

Mr. OSMERS. I would say this with respect to the Office of Education's part in the Lanham bill: Colonel Gilmore, who will probably be in charge of spending this money at the Federal Works Agency, told me that the Office of Education would sit in on every decision that was made, so that they will be properly represented.

EXAMPLE OF INTERSTATE RESPONSIBILITY

Dr. POTTER. Mr. Chairman, may I add one item that ties in with this? Just 2 or 3 days ago our department had a communication from an agency in Pennsylvania, stating that one of their clients with his family had moved over into New Jersey to work in the shipyards in Camden County, and asked that three feeble-minded children now in Pinehurst State School in Pennsylvania be transferred to New Jersey. That would be a perfectly new item of cost that will be added to us; and the consent undoubtedly has to be given because the legal residence of the family is being established here.

Mr. OSMERS. What can the State Department of Education do to help on this problem, other than to study and survey it?

Mr. HARDING. The big problem is money. New Jersey has never given State money for capital outlay. New York State is one of the very few States that gives any money for capital outlay for school purposes. Even in that State the amount is restricted to 25 percent for a few districts called "union school districts," so the procedure is not common.

I think it should be added in the record also that in New Jersey approximately 95 percent of the cost of education—both the buildings and the equipment and operating expenses—comes from real-estate property taxes.

Mr. OSMERS. I am glad you are putting that in.

Mr. HARDING. And the fact that these housing developments, almost without exception, are on tax-exempt property in itself reduces the base from which the school money comes. You see, almost 100 percent of the school dollar is obtained that way, and that makes it much more difficult for the local communities to take over this added burden.

Mr. OSMERS. There is no serious division of opinion anywhere in the State, is there, with respect to the statement that this is a Federal responsibility, that the national-defense program has created it, and that the Federal Government will have to finance it?

Mr. HARDING. No; I don't believe so. I think the feeling is that it is primarily a Federal problem. However, there is this added thing to be said in anticipating costs, and it is a problem that we are studying carefully. Some of these developments may be very temporary. They may exist 5 years from now, and they may not. Others may be permanent. Fort Dix, for instance, will be a permanent Army fort, and there are certain elements of that problem that will be permanent.

TEMPORARY SCHOOL FACILITIES

Mr. OSMERS. Have you given any consideration to the possiblity of constructing temporary school facilities?

Mr. HARDING. That is exactly what I was leading up to. For those situations that seem as though they wouldn't exist for many years, it might be foolhardy to build large structures that would exist for 50 or 60 years. Five years hence we might find them white elephants. We are trying to be discriminating in the studies that are being made, so we won't ask for money for buildings of a permanent character when those of a temporary character would be appropriate.

Mr. OSMERS. That is all, Mr. Chairman.

The CHAIRMAN. We thank you very much, Mr. Harding.

We will take a short recess.

(Whereupon a short recess was taken.)

The CHAIRMAN. The committee will please come to order.

I understand Mr. Post is appearing on behalf of Dr. Mudd.

TESTIMONY OF A. R. POST, MANAGER, MUNICIPAL SERVICE DIVISION, STATE MUNICIPAL AID ADMINISTRATION, TRENTON, N. J.

The CHAIRMAN. I understand a report by your office has been filed?

Mr. POST. Yes, sir; you have mimeographed copies of it.

The CHAIRMAN. We will incorporate that in the record and will ask you a few questions.

(The statement referred to above is as follows:)

STATEMENT BY A. R. POST, MANAGER, MUNICIPAL SERVICE DIVISION, STATE MUNICIPAL AID ADMINISTRATION, TRENTON, N. J.

Relief figures have been compiled for the year 1940 and are compared with figures of 1939 indicating the changing trend. Figures on expenditures and cases for 10 large cities are also submitted for comparison with the total State figures.

Relief cost

	Population	1939	1940	Percent change
State	4, 160, 165	$19, 315, 000	$13, 740, 002	−28. 8
Camden	117, 536	1, 093, 210	648, 020	−40. 7
Jersey City	301, 173	1, 889, 270	1, 336, 860	−29. 2
Newark	429, 760	5, 869, 520	4, 561, 253	−22. 3
Paterson	139, 656	616, 129	539, 978	−12. 3
Kearny	39, 467	254, 781	113, 884	−55. 3
Harrison	14, 171	226, 677	126, 651	−44. 1
Bayonne	79, 198	734, 131	399, 095	−45. 6
Passaic	61, 394	260, 457	208, 577	−19. 9
North Bergen	39, 714	179, 092	149, 523	−16. 5
Trenton	124, 697	791, 873	496, 571	−37. 2

CASE

	December 1939	December 1940	Percent change
State	57, 312	38, 606	−32. 6
Camden	3, 553	1, 729	−51. 3
Jersey City	7, 059	3, 858	−45. 3
Newark	13, 620	11, 236	−17. 5
Paterson	1, 981	1, 722	−13. 0
Kearny	502	278	−44. 6
Harrison	547	244	−55. 4
Bayonne	1, 793	914	−49. 0
Passaic	684	577	−15. 6
North Bergen	613	571	−6. 8
Trenton	1, 979	1, 032	−47. 8

The New Jersey relief load and costs have decreased due to the defense industries and related work. This is evident in Camden where the New York Shipbuilding Corporation is located, in Kearny where the Federal Shipyards have large Federal contracts, in Harrison where there are many large plants engaged in defense work, and in Bayonne with its shipping facilities and oil plants. Jersey City with its railroad terminals, and Trenton which is affected by the work at Fort Dix, also show decided reductions.

In contrast, however, such is not the situation in North Bergen located across the meadows from Kearny and close to Jersey City. In this municipality the load and costs have not diminished in the same ratio as the municipalities previously mentioned. Neither has the largest city in the State, Newark, shown a comparative decrease in costs or load.

In the cities of Paterson and Passaic where the main industries have been silk, dyeing, rubber works, and woolen mills, relief figures do not show an appreciable reduction when compared with the State as a whole. This notwithstanding the fact that the Wright Aeronautical plant is located in Paterson, where according to newspaper statements the employed personnel approximates 14,000 current workers compared to 3,000 employees of 18 months ago. Many of these workers come from other cities, counties, and States. There is no information to substantiate this with actual figures.

SETTLEMENT

Since the State administration is vested with full authority for resettlement of nonresidents in other States when application is made for assistance in New Jersey, we are in a position to gage any trend in connection with this problem. There has been no decided change in the number of such cases referred to this administration. It seems obvious that should defense work terminate, New Jersey will be faced with a major problem. As an example, a large plant located in New Jersey several years ago and during a temporary suspension of work, a dozen or more cases were referred to State administration for resettlement action.

Current New Jersey statutes require a 5 years' residence, but pending legislation, if passed, will reduce the required period to 2 years. Nevertheless, it seems probable that New Jersey will be faced with an acute legal settlement problem should the defense program end in a year or two. There are no figures or information to substantiate this opinion based simply upon impressions gathered through field contacts.

HOUSING

The housing situation in New Jersey has become very acute in the last year and has already affected the administration of relief due to increased rentals and dearth of vacancies. The situation will not improve. Local agencies have exerted a great deal of pressure on the State administration to increase its allowances resulting in two increases in the budget standards in the last 6 months. Although the maximum relief allowance of $25 has been continued, the State has approved increments ranging from 7 to 39 percent in the intermediate scales.

A chart is attached (p. 5682) ,showing the increase in rental costs in New Jersey which indicate a rise from 97 "index" in 1937 to 118 in March 1941, or 21 points, of which 6 points of the rise occurred in the last 9 months. Chart figures have been obtained from "Cost of Goods Purchased by the Average New Jersey Family—Cost of Living"—New Jersey Department of Agriculture.

Housing vacancies have reduced to a minimum and relief directors all over the State have complained that they are unable to obtain housing facilities for relief recipients. To illustrate this, figures are provided which were obtained from the State housing authority. The State housing authority conducted a real property inventory in 1934 and one of its reports indicated 77,775 vacant dwelling units in the State at that time. Total figures for the State are not available at this time, but are far below the figure quoted. The city of Newark, with 89,226 units was included in the 1934 survey and 12,614, or 4.1 percent, were vacant at that time. Current figures for Newark estimate a total of 118,000 dwelling units, of which 2.6 percent are unoccupied or approximately only 3,000 units. Current figures for Kearny, Elizabeth, Irvington, Belleville, Paterson, Passaic, and Hackensack, indicate that the unoccupied dwelling units run only from 1 to 1.5 percent of the total units.

Vacancies in Elizabeth for homes with rents under $25 decreased from 1,349 in 1934 to 257 in 1939, but 19 percent of the original figure.

Average monthly rentals for dwelling units $24.99 or less, increased 16.6 percent for Elizabeth and 19.2 percent for Perth Amboy, 1939 compared to 1934 (source: State housing authority reports.).

A copy of a memorandum to the writer, dated May 29, 1941, in connection with an Essex County rent survey, is attached. Report was prepared in connection with a survey not directly related to this subject but containing information which may be of some value to the Tolan committee.

MISCELLANEOUS

"The following information was received from Mr. Samuel Kramer, public-service-relation chairman of New York Ship Union; Mr. Harry Andreas, chairman of housing, New York Ship Union; and Mr. Harry Parker, employment division of the New York Ship Corporation.

"Five hundred defense homes now being completed in Audubon, Camden County, Federal project.

"Five hundred defense homes contemplated in Camden area, Federal project.

"Eighty-eight completed in the borough of Westville, Gloucester County, private owners.

"One hundred and five under construction, borough of Westville, Gloucester, County, private owners.

"Sixty-seven contemplated, borough of Westville, Gloucester County, private owners.

"There are now employed at the New York Shipyard 13,000 workers, 18 to 20 percent of same are from Pennsylvania. It is impossible to give any data on how many come from other States because in applying for employment they give a local address while those from Pennsylvania are commuters.

"There are at present 2,000 men in training in skilled trades and they will be employed as soon as training is completed.

"Mr. Andreas estimates that 87 percent of the persons now buying the new defense homes will be unable to carry them when the defense program stops."

MEMORANDUM

May 29, 1941.

To: Mr, A. R. Post, manager, Municipal Service Division.
From: Mrs. Edna Herr.
Re: Essex County rent survey.

A thorough study was made of all Essex County low-cost rentals. The following data tend to prove that the rent situation in Essex County is very similar to the surrounding northern counties as Hudson, Union, Morris, and Bergen.

(*a*) *Tax rates, 1940* (*from Municipal Aid Administration records*).—

Straight average:

Bergen	$4.90
Essex	3.68
Hudson	5.36
Morris	4.77
Passaic	4.20
Union	4.57

In each case Essex County is lower than the surrounding counties.

(*b*) *Number of vacancies* (*see table I*).—Results of a State housing authority—Survey of Vacancies in Dwelling Units of Northern New Jersey Cities—is as follows:

Gross vacancy rates ranged from 4.1 percent to 1.0 percent in nine cities or groups of cities in northern New Jersey during the last part of January and the first part of February 1941, according to sample surveys made by the State housing authority at the request of the Division of Defense Housing Coordination.

Highest vacancy rates, both in the over-all and the habitable rental percentages were found in the area comprising Jersey City and Bayonne with a gross vacancy rate of 4.1 percent and a habitable rental vacancy rate of 2.3 percent.

Newark, the largest city surveyed, had a gross vacancy rate of 2.6 percent and a habitable rental vacancy rate of 1.9 percent. Four rooms was the average size of the rental vacancies in Newark. Average rent was $42 a month. This includes a cross section of all dwelling units, not just the low-cost rents.

Orange and East Orange had a gross vacancy rate of 2.4 percent and a habitable rental vacancy rate of 1.8. The rents were highest here. The vacancy rates in these two cities closely paralleled those in Newark.

The lowest level of rentals was in Harrison. The average monthly rent asked there was $20 and almost none of the rentals were above $35 a month.

Elizabeth, Irvington, and Belleville had from 1.4 percent to 1.5 percent gross vacancy rates and from 0.9 percent to 1.2 percent habitable rental vacancy rates. Average rentals varied from $40 in Belleville to $47.50 in Irvington.

The results of the surveys are summarized in table I. There is not enough differential between Newark and Essex County as a whole and the surrounding North Jersey counties.

In addition to the dwelling-unit vacancies, about 8,000 rooms were for rent in occupied dwellings in these New Jersey cities. Approximately half of this total number of rooms for rent was available in Newark.

Mr. Joseph Nevin, from the State housing authority, feels that the rent situation in Newark and most of Essex County is not any different than that of surrounding counties. He feels that increasing the rent allowance will not answer the problem. He stated that the Governor may appoint a committee to fix rents. The Emergency Fair Rent Act suggested to the States by the Consumer Division of the National

Defense Advisory Commission is designed to maintain fair rents without checking construction of new dwellings. It provides two separate steps, the creation of a State rent commission with power to designate regions within the State as emergency areas and the actual application of rent control within these regions.

(*c*) *Rental costs.*—1. Comparison of rent study in five New Jersey cities (see table I): Five cities were selected for this study, three of which were representative of North Jersey cities—Newark, Elizabeth, and Perth Amboy. Survey of 1934 was compared with the survey of 1939. In the units of less than $25 per month, Newark showed only 9.3 increase, while Elizabeth showed 16.6 percent increase and Perth Amboy showed 19.2 percent increase. In rent over $25 there was not such a marked difference.

2. Sample of rental units in substandard condition, Jersey City:

Rent	1934		1941 [1]	
	Number of dwelling units	Percent	Number of dwelling units	Percent
Under $10	232	12.1	1	
$10–$14.99	805	41.9	49	2.8
$15–$19.99	519	27.0	305	17.2
$20–$24.99	227	11.8	736	41.4
$25–$29.99	79	4.1	475	26.8
$30 and over	59	3.1	208	11.8
Total	1,921	100.0	1,774	100.0

[1] This table shows that in 1934, 41.9 percent of the rents ranged from $10 to $14.99; and in 1941, 41.4 percent of the rents ranged from $20 to $24.99.

NOTE.—Practically the same dwelling units that were studied in 1934.

Sixty-one and four-tenths percent of the above rental units fall within the present Municipal Aid Administration rent schedule.

(*d*) New Jersey relief census, 1941 (table III): A 10 percent sample of the relief census of 1941 was studied to determine what percent of the actual rent was met by the Municipal Aid Administration present rent schedule and to determine what percent was not met by these schedules. In municipalities where the largest number of cases were reported as Newark, Montclair, Bloomfield, Orange, and East Orange, the Municipal Aid Administration rent allowances met the actual rents from 75 to 90 percent.

TABLE I.—*Dwelling unit vacancies, northern New Jersey cities*

City	Estimated total dwelling units	Percent of total units			Rental vacancies in habitable condition		Average monthly rental (median)
		Unoccupied	Unoccupied, not for rent	Rental vacancies	Total	With all standard facilities [1]	
Newark	118,000	2.6	0.4	2.2	1.9	1.4	$42.00
Kearny	11,000	1.0	.5	.5	.5	.4	30.00
Harrison	3,700	2.3	1.1	1.2	1.0	.4	20.00
Elizabeth	29,000	1.5	.3	1.2	1.0	.8	45.00
Irvington	17,000	1.4	.1	1.3	1.2	1.2	47.50
Orange and East Orange	30,000	2.4	.5	1.9	1.8	1.6	50.00
Belleville	7,500	1.4	.5	.9	.9	.5	40.00
Jersey City and Bayonne	104,000	4.1	1.0	3.1	2.3	1.7	30.00
Paterson, Passaic, and Hackensack	65,000	1.4	.6	.8	.6	.5	40.00

[1] Standard facilities: Installed heating, gas or electric light, running water, flush toilet, and bathing unit.

TABLE II.—*Summary*[1] *of tenant occupied and vacant dwelling units in selected sample*

Area covered	Number of dwelling units in sample	Total monthly rent		Average monthly rent		Percent change in rental
		Previous survey 1939	Current survey 1939	Previous survey 1934	Current survey 1939	
LESS THAN $25 UNITS						
Total	5,367	$91,737.30	$102,293.65	$17.09	$19.06	+11.5
Newark	3,560	61,887.80	67,606.00	17.38	18.99	+9.3
Perth Amboy	400	5,940.50	7,078.00	14.85	17.70	+19.2
Atlantic City	444	8,017.00	9,507.25	18.06	21.41	+18.5
Asbury Park	174	2,801.00	2,840.40	16.10	16.32	+1.4
Elizabeth	789	13,081.00	15,262.00	16.58	19.34	+16.6
$25 THROUGH $29.99 UNITS						
Total	2,086	$53,205.75	$25,244.50	$25.51	$26.48	+3.8
Newark	1,345	34,429.50	36,374.50	25.60	27.04	+5.9
Perth Amboy	74	1,876.25	2,036.00	25.35	27.51	+8.5
Atlantic City	327	8,241.50	7,344.00	25.20	22.46	−11.1
Asbury Park	72	1,818.00	1,806.50	25.18	25.02	−.6
Elizabeth	268	6,840.50	7,683.50	25.52	28.67	+12.3

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[1] Supplement to memorandum of Aug. 16, 1940, re comparison of rent study selected sample, 1934–39 (rentals of $24.99 or less and $25 through $29.99).

TABLE III.—*Shelter data, Essex County*

Municipalities	Number of cases	10 percent rent	
		Not met by Municipal Aid Administration	Met by Municipal Aid Administration
		Percent	*Percent*
South Orange, village	8	32	68
West Orange, town	11	30	70
East Orange, city	44	24	76
Orange, city	44	16	84
Caldwell, township	1	30	70
Caldwell, borough	3	36	64
North Caldwell, borough	3	51	49
West Caldwell, borough	3	32	68
Livingston, township	2	54	46
Nutley, town	14	31	69
Cedar Grove, township	3	51	49
Belleville, town	17	49	51
Verona, borough	3	16	84
Maplewood, township	4	37	63
Milburn, township	3	30	70
Roseland, borough	1	10	90
Irvington, town	16	40	60
Bloomfield, town	25	17	83
Newark, city	71	11	89
Montclair, town	46	12	87

Source: New Jersey relief census, 1941.

TESTIMONY OF A. R. POST—Resumed

The Chairman. Are you familiar with the W. P. A. projects?

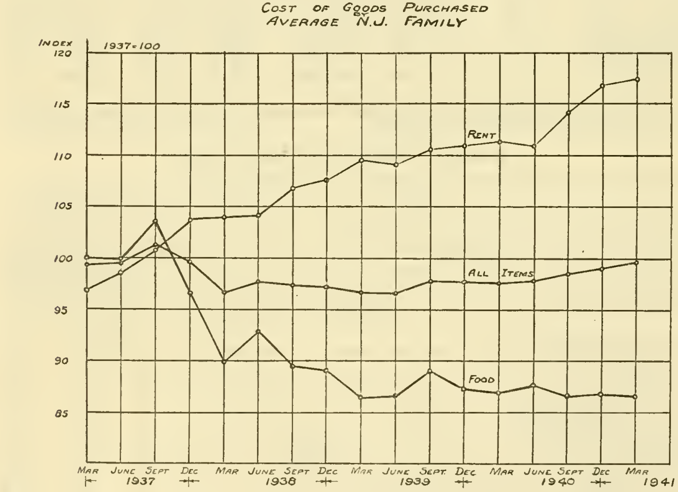
Mr. Post. Well, only indirectly, as W. P. A. involves relief.

The Chairman. Has any effort been made to close W. P. A. projects on account of the lack of farm labor?

Mr. Post. I cannot say as to any general program. Possibly in some isolated cases by municipal officers.

The Chairman. Do you know anything about the housing and health conditions of local labor?

Mr. Post. Well, I incorporated something in my report. I mentioned the fact that rentals had gone up all over the State, and we are required to raise our standard from 10 to 39 percent within a range up to and including $25. There is a dearth of vacancies. Vacancies have decreased from 12 and 15 percent down to 1 percent. For example, in Newark, back in 1934, out of 89,000 units, 14 percent were vacant. Recently a survey was made by the State Housing Authority of 118,000 housing units and only 3,000 vacancies were found. That condition obtains more or less throughout the entire State in the large cities like Elizabeth and Bellville and Paterson and Passaic and Hackensack. The vacancies represent only 1 percent.



Source.
Cost of Living in N.J. - N.J. Dept. of Agr.

The Chairman. What are those vacancies? Are they substandard houses?

Mr. Post. I presume some of them are. Of course, vacancies involve the relief administrations a great deal because it is necessary to place relief families in them. The fact that there are no vacant houses complicates the situation in view of the fact that relief agencies are required to adhere to a stringent program as regards expenditures.

The Chairman. Is there any particular point you wish to bring out?

Mr. Post. Yes, sir. The Congressman mentioned something about hospitalization. Under the State law, municipalities are required to administer aid to non-State residents pending determination of their residence in some other State, and possibly resettlement and relief, which includes medical care and hospitalization. And I might say that the cases referred to our administrator include some that do receive hospitalization; so the matter is taken care of, generally, so to speak. Whether there are cases that are refused, I am not prepared to state. They haven't come to my attention, at any rate.

The Chairman. Thank you very much, Mr. Post.

I understand Mr. Allen is not present.

Gentlemen, I want to say to you that we deeply appreciate having this panel here this afternoon. Thank you for your valuable contributions.

Our next witness is Mr. Walker.

TESTIMONY OF WILLIAM WALKER, BLUE POINT, LONG ISLAND, N. Y.

The Chairman. Congressman Curtis will interrogate you.

Mr. Curtis. What is your full name, Mr. Walker?

Mr. Walker. William Walker.

Mr. Curtis. Where do you live?

Mr. Walker. Blue Point, Long Island, N. Y.

Mr. Curtis. And what is your occupation?

Mr. Walker. Boat builder.

Mr. Curtis. For whom do you work?

Mr. Walker. Elco, Navy division.

Mr. Curtis. How old are you?

Mr. Walker. Thirty-two.

Mr. Curtis. Where were you born?

Mr. Walker. England.

Mr. Curtis. How long did you live in England?

Mr. Walker. A year and a half.

Mr. Curtis. And then where did you live?

Mr. Walker. Long Island.

Mr. Curtis. You have lived there ever since?

Mr. Walker. Yes, sir.

Mr. Curtis. How long have you been employed by this boat company?

Mr. Walker. Four months.

Mr. Curtis. Where did you work before that?

Mr. Walker. Camp Upton, Long Island.

Mr. Curtis. In what capacity?

Mr. Walker. Carpenter.

Mr. Curtis. What kind of work are you doing in the boat-building company?

Mr. Walker. Planking.

Mr. CURTIS. How many years' experience have you had in carpentering?

Mr. WALKER. About 5.

Mr. CURTIS. How much education have you?

Mr. WALKER. Two years of high school.

Mr. CURTIS. Are you a resident of the State of New York?

Mr. WALKER. Yes, sir.

Mr. CURTIS. Where is this Elco Boat Co. located?

Mr. WALKER. Bayonne, N. J.

Mr. CURTIS. How far is that from your home in Long Island?

Mr. WALKER. Pretty near 70 miles.

Mr. CURTIS. You are still living in Long Island?

Mr. WALKER. Yes, sir.

Mr. CURTIS. How do you get back and forth?

Mr. WALKER. Train.

Mr. CURTIS. How long does it take you?

Mr. WALKER. Over 2 hours one way.

Mr. CURTIS. What does it cost you each day to do that, approximately?

Mr. WALKER. It is a $1.10 one way on Long Island and then you have to take different transportation to New Jersey. It is pretty near $3 a day.

Mr. CURTIS. Why do you do that? Why don't you live closer to your work?

Mr. WALKER. I would if I could find a house and place for my family.

Mr. CURTIS. How much of a family do you have?

Mr. WALKER. Five children.

Mr. CURTIS. And how old is the oldest one?

Mr. WALKER. Ten.

Mr. CURTIS. And the youngest?

Mr. WALKER. Ten months.

Mr. CURTIS. What effort have you made to find a house around Bayonne?

Mr. WALKER. Why, considering the time, I haven't put in much effort outside of inquiring of people in the shop. I have been around somewhat. Always bought papers which advertise houses.

Mr. CURTIS. You said you had made inquiry of other men in the shop. Do you know of others who are meeting with the same problem that you are?

Mr. WALKER. Yes, sir.

Mr. CURTIS. A number of them are unable to find homes?

Mr. WALKER. Yes, sir.

Mr. CURTIS. How many people are working in defense industries around Bayonne, do you have any idea?

Mr. WALKER. No.

Mr. CURTIS. Does it run into several thousands, or just a matter of hundreds?

Mr. WALKER. Why, in the plant I work in I have been told the number of men working there is 4,500.

Mr. CURTIS. How much rent do you pay at Blue Point, Long Island?

Mr. WALKER. Pay $35 a month.

Mr. CURTIS. If you could locate a place in or near Bayonne that would be comparable to that, do you know about what it would cost you?

Mr. WALKER. No; I don't.

Mr. CURTIS. What are your weekly wages, approximately?

Mr. WALKER. $45 and a few cents.

Mr. CURTIS. And it takes $18 of that for transportation?

Mr. WALKER. About $13.50 a week.

Mr. CURTIS. You work just 5 days?

Mr. WALKER. I am working 6 days.

Mr. CURTIS. Are you able to support your family on what you have left after you pay your transportation?

Mr. WALKER. Yes; we make out.

Mr. CURTIS. Is there any evidence of a rise in the cost of living where your family is living?

Mr. WALKER. Oh, yes; I believe so.

Mr. CURTIS. In what items?

Mr. WALKER. Food especially. I notice it there because we keep tabs on the price.

Mr. CURTIS. I think that is all.

The CHAIRMAN. Dr. Lamb?

Dr. LAMB. What is your hourly wage?

Mr. WALKER. 90 cents an hour.

Dr. LAMB. And how much overtime do you work?

Mr. WALKER. We are working 8 hours overtime, Saturday.

Dr. LAMB. And you get for that——

Mr. WALKER. Time and a half for that.

Dr. LAMB. Or $1.35 an hour?

Mr. WALKER. That is right.

Mr. CURTIS. One more question: Are there any other people commuting the same distance you are, or nearly so, that you know of?

Mr. WALKER. Why, there are very few commuting the distance I go, but there are a number coming from the Bronx, which takes them pretty near 2 hours to get home.

Mr. CURTIS. And is the expense about the same?

Mr. WALKER. No; they travel by subway and the expense is very low. The time is the big item there.

Mr. CURTIS. Is the work that is going on at the boat company something that is likely to be permanent after the defense activities are over?

Mr. WALKER. No. The opinion of the men in the yard is that after the emergency is over very few men will be working there in proportion to what are working there now.

Mr. CURTIS. That is perhaps one of the things that discourages local people from putting up more houses?

Mr. WALKER. I believe so.

Dr. LAMB. What time do you get up in the morning to go to work?

Mr. WALKER. I generally get up at 4:30, and I catch the train; leave the house at 5:10 to catch the train.

Dr. LAMB. And what time do you get to work.

Mr. WALKER. A little after 8.

Dr. LAMB. Are you on time?

Mr. Walker. You mean on time for work?

Dr. Lamb. Yes.

Mr. Walker. No; I am 10 minutes late, so I get docked a half hour.

Dr. Lamb. What time are you through work?

Mr. Walker. Four-thirty.

Dr. Lamb. What time do you get home?

Mr. Walker. Seven-fifteen.

Dr. Lamb. So you leave home at 5:10 in the morning and you get home at 7:15 at night?

Mr. Walker. Yes, sir.

Dr. Lamb. Six days a week; is that right?

Mr. Walker. Yes, sir.

Mr. Curtis. That is too much time spent in going to work; I have some friends who take that long to get home at night, but it is too much time in the morning.

The Chairman. Thank you very much, Mr. Walker.

Our next witness is Mr. Shaffer.

TESTIMONY OF THEODORE L. SHAFFER, VICE PRESIDENT, CONGOLEUM-NAIRN, INC., APPEARING ON BEHALF OF THE NEW JERSEY STATE CHAMBER OF COMMERCE

The Chairman. Mr. Shaffer, Congressman Osmers will interrogate you.

Mr. Osmers. Mr. Shaffer, will you give us your full name and address and title for the record?

Mr. Shaffer. My name is T. L. Shaffer. I am vice president of Congoleum-Nairn, Inc., manufacturers of linoleum and congoleum rugs, with our main office and linoleum plant located at Kearny, N. J.

Mr. Osmers. You have submitted a paper, I believe, to the committee staff?

Mr. Shaffer. That is correct.

(The paper referred to above is as follows:)

STATEMENT BY THEODORE L. SHAFFER, VICE PRESIDENT, CONGOLEUM-NAIRN, INC.; REPRESENTATIVE OF THE NEW JERSEY STATE CHAMBER OF COMMERCE

The New Jersey State Chamber of Commerce, at the request of the House Committee Investigating National Defense Migration, is pleased to submit this statement of its position and views on industry and industrial employment in New Jersey. To secure a true picture concerning New Jersey's capacity to produce national-defense materials and supplies, it is necessary for your committee to have a clear outline of certain fundamental characteristics of the State's industrial position.

New Jersey is an outstandingly important manufacturing State. Although it is but forty-fifth in area, and only ninth in population, it ranks sixth in its volume of normal industrial production. Its tremendously important part in the national-defense program may be measured by the amount and number of defense contracts which have been awarded to New Jersey business and industrial concerns. (See summary attached.) (P. 5688.) The strength of our industry lies in the wide diversification of its output and the types of skill required of its manpower. This diversification of our manufactures accounts for the industrial stability which characterizes our State. It also accounts for New Jersey's ability to undertake the manufacture of so large a proportion of the defense products required by our Federal Government at this time.

While many other States have had difficulty in getting underway with the production of defense materials allocated to them by Government contracts, New Jersey, by virtue of its many well-built and efficiently managed plants, its large and widely diversified equipment, and the many skills possessed by its working force, was able to begin production, when the demands came, with a minimum loss of time and effort.

BETWEEN TWO GREATEST CONSUMING MARKETS

The reasons for this ability to swing into action almost at a moment's notice are obvious: We are located between two of the greatest consuming markets of the world and industrial development in this State has been at a high level for a great many years, with steady annual additions to our industrial structure. The northern end of our State lies just across the Hudson River from Metropolitan New York and the southern end is just across the Delaware River from Metropolitan Philadelphia This means that more than 14,000,000 consumers live within 60 miles of New Jersey's geographical center, and a market of more than 20,000,000 can be reached by motortruck on an overnight haul. This market, incidentally, represents 23 percent of the Nation's money income in normal times.

New Jersey has everything to offer by way of highly developed transportation facilities. There are 8 trunk-line railroads with terminal facilities within the State, and we have more railroad trackage per square mile than any other State in the Nation. Our system of motor highways is unexcelled. There are over 26,000 miles of roads, of which 17,000 or more are in improved highways. And, furthermore, we share in the great harbor facilities of the ports of New York and Philadelphia.

DIVERSITY OF NEW JERSEY INDUSTRIES

A survey of industrial plants in New Jersey resembles in its wide diversity the general pattern of industry throughout the Nation. The list of products manufactured here is too long to be given in detail, but the United States Census Bureau lists 170 different classes of industry within the State.

From a survey recently made by the New Jersey State Chamber of Commerce, with the cooperation of commercial organization executives throughout the State, it would appear that industrial areas are experiencing little difficulty in connection with either in-migration or out-migration of workers in an interstate sense. Naturally, there is some movement of workers within the State from one industrial region to another but there is little, if any, evidence of wholesale movements of workers either into or out of New Jersey. In our judgment this desirable situation is largely the result of the excellent workers' training programs instituted by many business concerns, by our vocational schools, and especially by the Federal Government through the Office of Production Management.

The industrial development of New Jersey has been a major activity of the New Jersey State Chamber of Commerce for a good many years, and the number of industrial plants which have chosen to locate here is the result of united efforts by public, semipublic, and private agencies. Nevertheless, even with the steady increase of plants which has occurred each year, there is still a large opportunity for further industrial expansion, especially in the south Jersey region.

Any efforts which might be made by the Federal Government or any other agency to remove orders, plants, or workers from our State into other States or sections of the country can conceivably do New Jersey a great deal of harm, which would manifest itself not only at the present time but in the future when defense production comes to an end and a return to production for the normal needs of our country takes place.

New Jersey awards and contracts, July 1, 1940, to May 31, 1941

Army contracts	$469, 470, 205
Navy contracts	890, 776, 653
Civil aeronautics	694, 500
Work Projects Administration, defense projects	9, 204, 475
Defense housing	1, 400, 000
U. S. Housing Authority, defense housing projects	1, 047, 000
Public Buildings Administration, defense housing	3, 259, 600
Office of Education, defense training	1, 498, 021
National Youth Administration (defense-training funds for 1941)	1, 676, 319
Defense Plant Corporation	29, 954, 256
Reconstruction Finance Corporation	36, 140, 850
Total	1, 445, 122, 879

TESTIMONY OF THEODORE L. SHAFFER—Resumed

Mr. Osmers. I wonder if you will just summarize your paper for us, Mr. Shaffer?

Mr. Shaffer. I shall be happy to. The purpose of submitting this paper to the committee was, of course, to get on record the importance of New Jersey as not only a producer of defense materials, but as a producer of materials for our civil occupations. Many people don't appreciate this until they stop to recognize the compactness of our population—that is, something in the neighborhood of 20.000.000 people living within an overnight truck haul from the geographical center of New Jersey. Those 20,000,000 people represent approximately a quarter of the entire purchasing power of the United States. So, in peacetimes or in times when we are not preparing for war, we find that Jersey's industries are quite important. The forty-fifth State in size, it ranks sixth in industrial production under normal conditions, and under the defense program it has the No. 1 rating for defense contracts that have been placed with it—$1,500,000,000 in round numbers. The latest figure telephoned to me just before I left put in the last contract placed up to the 15th of June, which makes it $1.452.000.000, of which amount Navy contracts account for about $890,000.000, and Army contracts for approximately $500 000,000. The remaining $100.000.000 is scattered through R. F. C. defense contracts, and Civil Aeronautics, and various items of that character.

TWO BIG SHIPYARDS AT CAPACITY RATE

We have two large shipbuilding firms in the State of New Jersey, both of which have expanded very rapidly over the last 18 months in the number of people employed and in the amount of work turned out. They are going full blast. That probably accounts for the high value of Navy contracts placed in the State. One is at the upper end of the State at Kearny, where our plant happens to be located, and the other is at the southern end of the State at Camden.

Mr. Osmers. Mr. Shaffer, it is obvious that this tremendous defense business that we are doing in New Jersey is going to affect our economy. Of course, the committee is primarily interested in how it will affect the movement of human beings from one State to another, and I wonder if you would care to express your opinion on that.

Mr. Shaffer. I am here not only as a representative of a manufacturing concern, but also as a member of the Chamber of Commerce of the State of New Jersey, a member of its defense committee.

The State chamber has conducted some surveys in that respect, and we find not a great deal of interstate dislocation or migration. We don't find a great deal of intrastate migration, as a matter of fact. Some people think that they can make a little more money if they go over to this job or that job. They hear that the shipyards are going strong and paying fabulous wages. We have experienced that in our own company.

LABOR "PIRACY" IN NEW JERSEY

Mr. OSMERS. Is there much labor piracy going on in New Jersey?

Mr. SHAFFER. I wouldn't call it "piracy" as much as I would call it a result of somebody building false hopes in his own mind. I was just about to remark that in our own company men have quit their jobs because they were led to believe that in the Wright Aeronautical factory over at Paterson, or in the Federal Ship at Kearny, or some other place where they were expanding very rapidly, they could practically write their own ticket as to wages. I think perhaps the most salutary happening has been that a number of them have come back and asked for their jobs back.

Mr. OSMERS. But there was no evidence that any of these other concerns tried to take them away from you?

Mr. SHAFFER. None. With the expansion that has come about under the defense program, the plants have in many cases sent notices to former employees that if they cared to reinstate themselves as active employees, they may; but these notices were couched in such terms that they couldn't be considered "labor piracy."

Mr. OSMERS. Now, do you know of any small concerns which have had to shut down because of shortages of essential raw materials?

Mr. SHAFFER. None that I could specifically mention; nor are there any that have come to the attention of the chamber. In general we find that with priorities rapidly becoming the order of the day, a number of people are likely to have some difficulties; but up to date those priorities haven't interfered.

"ECLIPSE" OF LITTLE BUSINESS

Mr. OSMERS. I want to read to you, for the purpose of the record, a little squib from the latest issue of Time magazine, under the heading of "Manufacturing last week" [reading]:

> Last week, as the May Federal Reserve production index hit a new all-time high, a young O. P. M.-ite named Peter R. Nemhemkis, Jr., predicted that one-third of United States industry might soon be shut down for lack of business. Because of defense priorities, he said, 10 industries are already facing eclipse. Chief victims, moreover, would be little businessmen. "It is one of the profound ironies of our defense effort that its total effect may well be to obliterate smaller enterprises." [1]

Mr. SHAFFER. May I just put something in the record at this point, voluntarily, which would in part answer this charge: We are dependent upon cork for the manufacture of linoleums. Let me qualify that by saying that cork is a critical commodity. It has been on the critical list, and the critical lists have been published as the shortage of cork became more acute. There are only five cork-producing countries on the face of the earth, to the best of our knowledge: The three cork-producing countries in northern Africa, and their African relatives on the European continent, Spain and Portugal. I say: "African relatives" because those countries more nearly resemble Africa than they do Europe.

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[1] Time, June 30, 1941, p. 70.

Cork comes from trees, which produce the cork bark. Since the collapse of France a year ago, the cork-producing countries in northern Africa have come under the doubtful list.

We didn't know whether they were neutral, whether free French, or dominated by the Nazis, or whether they were pro-English. Consequently both England and Germany have kept blockades on them, so nothing has come out of there.

It has been inferred in newspaper reports that Spain, a cork-producing country, has some obligations to Germany, and consequently any of her products that Germany needs Germany gets first. So, the supply of cork coming out of Spain has been reduced, and it leaves Portugal pretty much carrying the burden now.

Mr. Osmers. Well, Portugal's supply won't nearly fill the world needs, will it?

Mr. Shaffer. No; couldn't possibly. Therefore, cork has been put on the priorities, and we, as users of cork, are cooperating with the O. P. M. in working out our salvation and the needs of the Government and the needs of the defense program for cork.

REDUCTION OF CORK CONTENT

Now, we find that they are not trying to crowd men out of employment because of a shortage of cork, nor are they trying to shut down either small or large industries that depend upon cork, but they are approaching the thing from the reasonable angle of inquiring into the cork content of each of our commodities to see how that cork content may be reduced and still preserve the characteristics in the products that were sought when cork was incorporated in them.

Mr. Osmers. Has it worked?

Mr. Shaffer. It has worked to this extent—that today everyone who consumes cork in our industry is operating on approximately 50 percent of the usage of cork that he operated on 60 days ago or 90 days ago.

Now, to show how willing and anxious they are to keep from shutting down their plants by curtailing the use of cork, only day before yesterday representatives of our company and other linoleum manufacturers met representatives of the O. P. M. and of the Federal Specifications Board, in what we may call a "triangular meeting," to determine from the manufacturer's standpoint, from the specification writer's standpoint, and from the user's standpoint, how far they could go in the reduction of cork in our particular commodities and still preserve necessary characteristics, and we are presently to submit a recommendation as to how far we think we can go in that particular.

TRANSITION, NOT SHUTDOWN

Mr. Osmers. Asking a hypothetical question, Mr. Shaffer, if you were cut off from all cork, what effect would it have upon your operations? Would you close down? Would you discharge men?

Mr. SHAFFER. I think not. I think we would step out and make linoleum without cork and tell the public very frankly that we had been making large yardages of linoleum without cork for many years past to develop certain characteristics that the public chose, and that we were now doing it in all the linoleums—we were sacrificing something, yes, sir, resiliency in that particular commodity from which we took it, and the capacity of the linoleum to resist subtropical and tropical temperatures and humidity; but after all, we don't have too many of those areas in the United States.

Mr. OSMERS. You would probably have a transition period?

Mr. SHAFFER. Correct. We would.

Mr. OSMERS. Where your sales would drop and then work up again?

Mr. SHAFFER. That is right—as we learned how to use substitutes and found substitutes.

Mr. OSMERS. And how to sell the new product?

Mr. SHAFFER. That is correct. But I don't want to dwell on our problem. I would rather talk about the bigger problem.

Mr. OSMERS. Now, do you see any great shift of workers from nonessential industries into essential industries?

Mr. SHAFFER. To date there has been no great shift.

Mr. OSMERS. Has the large number of unemployed in New Jersey contributed to that?

BROADENING SCOPE OF MANUFACTURE

Mr. SHAFFER. That has been one of the factors. There have been the unemployed who could be absorbed, and in the second place, many of the industries are anxious to continue operating with their skilled crews by doing something for the Government or for the defense measures that they are not doing now. If I could illustrate that, I should like to show you that in our own industry we have what are called stoves. They are large buildings in which we maintain a temperature higher than the temperature outdoors. They are not stoves of the sort that bake biscuits at 400 degrees temperature, but they are kept at about 140 or 150 degrees. We maintain that to cure linoleum.

Now, normally, we wouldn't manufacture gas-proof cloth, but our associate companies in London, England, and in Scotland have found they can be of great service to the British Government in using those stoves and their equipment to manufacture cloth which is impermeable—gas-proof, resistant to mustard, phosgene, chlorine, and the other gases.

Now, we have offered our services and have developed and had approved by the Chemical Warfare Service, a product of that type and description. We are not currently making it because there is no current demand for it, but we will be delighted to use our skilled men, our equipment, and our stoves to produce that type of material rather than the type of material we are now producing that bears cork, if it comes to that.

Mr. OSMERS. Has the chamber of commerce made any effort to go through all industries with that in mind?

ADDING DEFENSE ARTICLES TO MANUFACTURES

Mr. SHAFFER. Indeed they have. I am happy you have asked that question. About 11 months ago the State chamber organized a defense committee, of which Mr. S. B. Colgate is chairman, and of which I happen to be a member, and we discussed this very thing. We have gone about the State seeking to find out the capacities of manufacturing concerns in the northern section especially, which is the most highly industrialized. We were examining the capacities those concerns had for manufacturing for defense purposes articles they didn't normally make.

I use that as an illustration of what we have done in our own company.

Mr. OSMERS. And I presume you found a good many of those plants could supply things that they probably hadn't realized they could make.

Mr. SHAFFER. Indeed we did.

Mr. OSMERS. I imagine that would be the case. Now, have you had any experience, Mr. Shaffer, with the State employment service?

Mr. SHAFFER. Yes, sir. They have asked the State chamber to have its members cooperate in this particular: First, when anyone applied to our gates, if we were unable to employ him, that we learn his capacities and skills; secondly, that we learn where he lives; and thirdly, that we urge him to go to the nearest State employment office and register as to skill and location and place of residence, and all that information, so that he would be on tap for those who required skills of that character.

Numerous bulletins have been put out, as a matter of fact, by the State chamber to its members, asking them to cooperate in that particular, and we have followed through with it.

SAYS LABOR SUPPLY IS SUFFICIENT TO DATE

Mr. OSMERS. Do you find that in all the normal operations of your plant you have enough men applying at the gate to answer your needs?

Mr. SHAFFER. To date we have.

Mr. OSMERS. That is also true, I believe, with a great many of our industries in New Jersey?

Mr. SHAFFER. It has, except where certain skills have been required, and again we are particularly fortunate in north Jersey, in that we have numerous feeder systems.

First, we have an excellent training program that industry has worked out, of its own accord, for training its own people.

Second, we have an O. P. M. training-within-industry office there, headed by a very able citizen who has developed a fine organization that is getting results.

Third, we have a vocational-school system that is the marvel of the country, so I am told.

I happened to have the pleasure of giving the commencement address to the graduating class on Tuesday evening of this week from the Essex County Vocational School, located on South Sussex Street, in Newark, and there were some 180 boys being graduated from that school.

The question was asked how many of them had been employed for the past 3 months while they were completing their school course, and about 75 percent of the hands went up, showing that this vocational-school system feeds industry to such an extent that the boys are employed before they actually get out and get their diplomas.

Mr. Osmers. Throughout our tours of the country I have repeatedly stated that I believe the emphasis in our future educational system must be placed upon vocational subjects rather than the more or less cultural subjects that we have been instructing in for so many years. Now, do you agree with that?

Mr. Shaffer. I not only agree that it is true, but we have cooperated in every particular with the vocational schools in our community to take their product, and have urged them to establish new schools, and have raised no voice about the added expense.

Mr. Osmers. It has been the experience of the committee that when a young man is through with the public-school system, he must then go out and get special training before he can get any kind of a job.

Now, would you care to say just a word about subcontracting?

SUBCONTRACTING "DOESN'T WORK"

Mr. Shaffer. Yes, sir; I would be very happy to.

By and large, subcontracting doesn't work. It doesn't work for this reason: A subcontractor can do only one of several things that must be done, and therefore the product must be sent to his shop to have the first operation performed, picked up from his shop and moved to a second shop, and so on through the series of operations required. The handling and transportation and delay are such that it makes that procedure impracticable.

Mr. Osmers. Do you believe there is any truth in the charge that certain prime contractors are attempting to squeeze the small contractor? That charge, as you know, has been made. I wonder if you have seen any evidence of that.

Mr. Shaffer. No; I have seen no evidence of it. As a matter of fact, the only deterrent that actually exists to subcontracting is the one I have cited, so far as we have been able to learn from any studies we have made in the matter.

Mr. Osmers. Do you feel that there is anything that can be done to improve or accelerate our training program here in New Jersey, or is it going along in good shape?

Mr. Shaffer. I have the distinct feeling it is going along in good shape. To say there is nothing that we can do to improve it is to say we have reached perfection, and I don't believe that at all; but I do have the distinct feeling that we will improve progressively under the system that we are now using. The one thing for a long-range program of defense training or training for industry, be it peacetime or defense, would be an extension, or a recommendation to extend, the vocational-school idea; but our training-within-industry is progressing about as rapidly as we are able to digest it, and those in charge are doing, in my opinion, an excellent job.

FINDS NO RACE DISCRIMINATION BY EMPLOYERS

Mr. Osmers. There have been charges made before this committee—and, in fact, some evidence has been produced to back up the charges—that there is discrimination against Negroes, particularly in some of the defense industries. I wonder if you would care to discuss that.

Mr. SHAFFER. I have found no discrimination, so far as the employer is concerned. I can speak not only from my observations but from our personal experience.

We have employed in our plants a higher percentage of colored people than there are living in the State where the plants are located; so that definitely there is no prejudice from that experience.

Mr. OSMERS. How do you explain the fact that certain industries—and I will point my finger at the aircraft industry for the moment because that has come to our attention—employ hardly a single Negro?

Mr. SHAFFER. I think the answer to that—and this is my opinion or surmise, because I have not made a study of it—is that in the airplane industry nearly every task is a task that requires a skill, and the skills which they are seeking are those which are more innately developed by whites than by the colored race. That is the only opinion in the matter that I would have.

Mr. OSMERS. Would you say that the employee or the employer had more to do with keeping the Negro out?

Mr. SHAFFER. It would be my opinion, definitely, that it would be the employee.

Mr. OSMERS. That is all, Mr. Chairman.

Mr. CURTIS. About when did New Jersey begin its industrial expansion intensively?

Mr. SHAFFER. We have been an intensive industrial State for a good many years.

Mr. CURTIS. I realize that; but isn't it true that you have in recent years made an added effort to increase your industries?

Mr. SHAFFER. Yes, we have, for the reason that this high concentration of buying power that I have mentioned exists right at our back door, and we like to take advantage of all that we can.

Mr. OSMERS. I would like to inject a word there, if I may, Mr. Curtis.

Mr. CURTIS. Certainly.

Mr. OSMERS. The State of New Jersey has had an extremely favorable tax situation compared with surrounding States. I think that has been one of the reasons for it; and another reason has been the large supply of skilled labor that resides within the borders of the State.

I think those two factors should be brought out.

Mr. CURTIS. That is all.

The CHAIRMAN. Thank you very much, Mr. Shaffer. You have given us a valuable contribution, and we appreciate it.

The committee will stand adjourned until 9:30 tomorrow morning.

(Whereupon, at 4:45 p. m., the hearing was recessed until 9:30 a. m., Saturday, June 28, 1941.)

NATIONAL DEFENSE MIGRATION

SATURDAY, JUNE 28, 1941

House of Representatives,
Select Committee Investigating
National Defense Migration,
Washington, D. C.

The committee met at 9:30 a. m., in the Post Office Building, Trenton, N. J., Hon. John H. Tolan (chairman) presiding.

Present were: Representatives John H. Tolan (chairman), of California; Laurence F. Arnold, of Illinois; Carl T. Curtis, of Nebraska; and Frank C. Osmers, Jr., of New Jersey.

Also present: Dr. Robert K. Lamb, staff director; John W. Abbott, chief field investigator; Jack B. Burke and Edward B. Garside, field investigators; and Ruth B. Abrams, field secretary.

The Chairman. The committee will please come to order.

Our first witness this morning is Mr. Sterner.

TESTIMONY OF E. DONALD STERNER, STATE HIGHWAY COMMISSIONER, TRENTON, N. J.

The Chairman. Mr. Sterner, will you give your full name and address and the capacity in which you appear before the committee?

Mr. Sterner. E. Donald Sterner, New Jersey State highway commissioner.

The Chairman. Have you filed a paper or statement?

Mr. Sterner. Yes.

The Chairman. We will be glad to insert it in full in the record, Mr. Sterner.

(The statement referred to above is as follows:)

STATEMENT BY E. DONALD STERNER, NEW JERSEY STATE HIGHWAY COMMISSIONER

New Jersey, for reasons many and varied, is cast very prominently in the national-defense program. Consequently the question of national-defense migration is of the utmost importance in this State.

Foremost attention in this matter must be focused on existing facilities affecting motor-vehicle transportation. It is my endeavor to furnish you with the facts concerning our most pressing highway problems, based on a 6-year study as State highway commissioner.

New Jersey, because of its geographical location between New York and Philadelphia, the first and third largest cities in the United States, has rightfully been designated as the "hub of the north Atlantic seaboard."

More recently, as the national-defense program has been furthered, this designation has meant a great deal more than a mere geographical location.

New Jersey is no longer the "gangplank" between two great metropolitan centers. It is a vital source of production for our armed forces, its manufacturing output ranging from warships, planes, and ammunition to delicate instruments and uniform apparel.

This is borne out by the vast amount of defense orders already awarded to New Jersey's unusually diverse industries by the War and Navy Departments and the Office of Production Management.

In connection with this it is important to emphasize the great concentration of these defense industries in particular sections, such as metropolitan north Jersey, extending from the Raritan River as far north as the George Washington Bridge; in the vicinity of New Brunswick and Trenton; across State in the Camden-Philadelphia area; and south along the east bank of the Delaware River with its many war industries and shipyards.

Even before the war started New Jersey had the greatest density of traffic in America, principally in the north Jersey and Camden metropolitan sections. With the sudden expansion of industry, plus the activities at various Army posts, airports, naval stations, and arsenals, these traffic problems have become more complex than ever.

THREE-SHIFT OPERATION CONGESTS TRAFFIC

Undoubtedly the most impressive illustration of this unprecedented traffic congestion is to be found in the vicinity of the numerous defense industries. Before the national-defense program got under way, the great majority of these plants operated on an 8-hour basis. Furthermore, many new industries specializing in war supplies have cropped up in the past year.

Under the present drive to speed aid to the Allies and bolster our own forces, these industries have been forced to operate on a full 24-hour schedule, necessitating three 8-hour shifts for workers. This naturally means three times as many persons are working at plants which were in operation even before the war plus the great influx of new workers in new war industries.

These workers have come from all parts of the United States. Their migration here has naturally added greater burdens to our transportation facilities. Besides the workers themselves we must take into consideration their families. They also add to the transportation problems.

Traffic counts made at strategic locations over a period of a few years give positive proof of the ever-increasing congestion which creates bottlenecks.

Route 25 (U. S. 1) in the vicinity of the Newark Airport is perhaps the most astounding example. A year ago the average daily volume on this stretch of highway was 60,000 vehicles of all types. Today the volume exceeds 65,000 and is increasing every day. As many as 103,000 cars, buses, and trucks have passed the Newark Airport in a 24-hour period. Is it any wonder this road has been called the worst point of traffic congestion in the United States?

Another startling location is the junction of Routes 21, 25, and 29, just south of Newark Airport, where the average daily volume of traffic converging on this point from the three main highways is approximately 100,000 cars a day, based on the latest traffic counts.

It is vitally important in quoting these figures to point out that New Jersey vehicles far outnumber those having other license plates. For example, at the Newark junction during May the total volume of traffic was 2,964,589 vehicles of all types.

Traffic checks show that similar sharp increases in traffic volume are being recorded on all other roads serving defense industries and strategic military locations, in addition to the normal civilian traffic.

MOVEMENT OF ARMY ITSELF REQUIRES MORE ROADS

It is essential to remind ourselves at this time that our national-defense drive is far from being in full swing. Furthermore, we must not overlook the fact that the war in Europe has been going on for 20 months and not a single dollar has been expended in New Jersey for vitally needed defense roads. Fort Dix, where 30,000 men are stationed, has turned a small town into a thriving community. Troops are moving in and out daily with the result that local streets are jammed beyond all proportion throughout many hours of the day.

Uninterrupted movement of war products in trucks and transportation of the tens of thousands of defense-industry workers in private cars and buses is of paramount importance in our national-defense program. Similarly essential is the proper movement of our modern streamlined mechanized Army divisions.

Nor can we lose sight of the huge fleets of trucks carrying New Jersey's agricultural products to market every day throughout the year.

Existing highways are overcrowded daily many times beyond their prescribed capacity. Under present conditions, as the defense campaign is speeded up, we observe practically a stagnation of traffic on some of our most important roads during rush-hour periods in the morning and late afternoon. There isn't a community in metropolitan north Jersey whose streets and roads aren't clattered up daily because of this traffic.

Besides the delays in transportation, huge money losses have been inflicted on industries and truck operators. Every delay due to narrow, inadequate roads, traffic lights, and local congestion, means money lost in time, gasoline, and labor because products have been standing in long lines of traffic.

There is a great and immediate need for improvement in our highway system if we are to properly cope with the problems of national-defense migration. The present roads in metropolitan north Jersey are inadequate for the massive volume of through traffic daily. The same is true in the vicinity of Camden.

Access roads to defense industries, Army posts, airports, naval stations, and arsenals, connecting directly with a main trunk highway across the entire State, must comprise the backbone of an efficient and adequate program of highway construction.

The logical solution to this, as already endorsed by the War Department, the United States Public Roads Administration and trucking industrialists, is the New Jersey link of the Boston to Washington, D. C., superexpress highway.

GREATER NEED FOR SUPERHIGHWAY

Whereas, this superhighway was necessary before the war, there is an even greater need now, as can be emphatically testified to by the tens of thousands of defense workers, motorists, officials, and residents throughout north Jersey in such communities as Ridgefield, Fairview, North Bergen, Jersey City, Bayonne, Newark, Elizabeth, Linden, and Woodbridge. The same can be said for Trenton and Camden.

Various newspapers, in response to the urgent appeals of their tens of thousands of readers, have endorsed the construction of the superhighway.

In conjunction with this trunk highway there must be a corresponding program of special access roads. In this way there will be avoided the stagnation of defense traffic across New Jersey from New York City to Philadelphia.

By planning in advance certain connecting roads, this main trunk highway across New Jersey would be developed into a highly serviceable transportation facility for the residents of this State. This may be likened to a big river with many tributaries. Just as the smaller streams flow constantly into the giant body of water, eliminating danger of overflowing, the connecting roads would send traffic onto the main trunk route, reducing congestion in the business centers of communities and guaranteeing ideal transpoortation within the borders of this State.

TESTIMONY OF E. DONALD STERNER—Resumed

The CHAIRMAN. We have a pretty full list of witnesses today, so if you will briefly touch on the main points of your subject, we will appreciate it.

You are conversant with the Fort Dix area, aren't you?

Mr. STERNER. Yes, sir.

The CHAIRMAN. Have you any idea how many people have moved into that area?

Mr. STERNER. You mean civilians?

The CHAIRMAN. Yes.

Mr. STERNER. No; we haven't any figures on civilians. That information should come from the commanding officer; I imagine he would be better informed on that.

The CHAIRMAN. How many people, civilians or otherwise, have moved into that area?

Mr. STERNER. Well, as I say, we get our figures only on the Army, and they say they expect to have 30,000 men during this month—30,000 soldiers—but, of course, our biggest problem is the great fleets of trucks that supply and feed those 30,000 men.

The CHAIRMAN. I just wanted to get an approximation of the load there, and what you are up against.

ABOUT 5,000 MORE CIVILIANS AT FORT DIX

Mr. STERNER. I would say that there has been an influx of people there—carpenters, mechanics, and others working in the fort, civilian population which operates stores, and families of officers—in all, I would say roughly that population was about 5,000 additional.

The CHAIRMAN. And over what period of time did that influx take place?

Mr. STERNER. That has all been within the last year—last 8 months particularly.

The CHAIRMAN. You see, if the American people could only realize that this is an emergency program, they would understand it better. The load out there is terrific, and so it is with other defense centers.

Mr. STERNER. Yes; you are right.

The CHAIRMAN. And a great many problems are bound to arise—health problems, housing problems, and such. Isn't that true?

Mr. STERNER. Yes, sir; definitely. I might state that at the urgent suggestion of General Phillips, the commanding officer of the Second Corps Area, we prepared complete plans and specifications of access highways from our routes 39 and 25 at Bordentown into Fort Dix.

The New Jersey Legislature passed a special act, under suspension of rules, for the adding of that route to our State highway system, so that we might construct it, and we were assured that Federal funds would be immediately available. That was in February, but I am sorry to report that the plans are still gathering dust up in our department.

Mr. CURTIS. What was your expectation as to financing? A matching basis, a complete Federal subsidy, 60–40, or what?

Mr. STERNER. Complete subsidy. It is an access highway. That is the thought embodied in all the present legislation which you are considering at Washington. In the Senate bill passed last week there was embodied a 100-percent contribution by the Federal Government for access roads, and the new House bill, 75 percent Federal and 25 percent State, on the strategic military main-trunk routes.

Mr. CURTIS. That is all.

TROOP MOVEMENT REQUIREMENTS

The CHAIRMAN. Mr. Sterner, you must be some sort of road or highway expert or you wouldn't hold your position.

Mr. STERNER. I don't know that I would say I am an expert.

The CHAIRMAN. As we have gone around the country, the thought has come to me—and this is my opinion only—that we would do well to look closely into our means of transportation from the standpoint of their effectiveness in a wartime emergency. What about our highways, what about our bridges and so forth? Suppose we had to have a movement of troops from the Atlantic coast to the Pacific. Would the bridges we have constructed bear the traffic, and are our roads capable of carrying such traffic?

Mr. STERNER. My chief studies have been in the North Atlantic States.

First, we should consider this fact: The military authorities may take complete jurisdiction over our highways, and when they want a highway, they can tell everybody else to get off the highway.

What I have consistently argued with our military officers is the fact that anybody who has had experience at all in the last war, or in the present state of preparedness, knows that the services of supply are just as vitally essential to the support of the Army and Navy as are the combat units themselves.

If they can't get their supplies they are helpless, and that is the reason I feel that we have waited too long in building a main-trunk highway to take care of the tributary highways. A great many Federal-aid highways go into practically every area where there is any concentration of war industries or camps, and our larger cities, but we do not have a main-trunk-line artery along the North Atlantic coast from Boston to Washington—a superhighway, which we have advocated—into which all these tributaries of traffic can flow.

That is vitally essential. Anyone who would say it isn't might also advocate, in the same vein, that it isn't necessary to have the main body of a river, all you need is the tributaries, and you don't have to worry about the main flow of the water.

It is just as vitally essential in highway construction to have a main-trunk route, so that the big fleets of trucks carrying supplies and the great armies of industrial workers going to our war industries plus all our civilian traffic can get out on the main arterial highways and travel to their destination and save time and delivery cost. Thus we would avoid cluttering up the tributaries, as we might term them—the alternate routes and the feeder routes which feed into the main truck highways. That is the reason the Secretary of War and the Bureau of Public Roads have endorsed in particular this superhighway from Boston to Washington.

HIGHWAY NEEDS AROUND FORT DIX

The CHAIRMAN. What is the highway situation around Fort Dix?

Mr. STERNER. Well, it is in a very bad state of affairs; there is practically nothing but secondary routes with bituminous surface treatment. There is one old concrete pavement that runs from Mount Holly and connects with route 39, which was constructed in the last World War, but that is in pretty bad shape. There are practically no shoulders at all on it, so the parking of automobiles and trucks in the movement of troops and mechanized units is practically impossible.

The CHAIRMAN. I have made about 10 round trips between California and Washington. I just returned from San Diego by automobile, and I cannot see how the two-lane highways and some of the little, narrow bridges with deep ditches on each side of the road can handle the traffic that they will be called upon to handle. I don't know how much time a fleet of tanks could make, coming from the Pacific coast to the Atlantic coast. To me it is a deplorable condition.

Mr. STERNER. Yes it is; no question about that.

We in New Jersey built our highways with wide shoulders, and maybe we will be penalized for it, because much of the Federal funds is going to be used for widening existing highways and putting shoulders on them so that when the big troop movements and mechanized units stop they can get off the traveled portion of the highway.

The CHAIRMAN. I heard Ambassador Bullitt testify on the Battle of France before our Judiciary Committee. He had been our Ambassador to France, and knew what he was talking about. He stated that at no time did Hitler have any more than 75,000 motorized troops when the Germans went around the Maginot Line. They just went around without any effort. Now, although we have much more territory than France had to defend, and many miles of coastline, and although our own strategic position may be entirely different, still we have to think in terms of highways so that our own mechanized troops can move rapidly.

We understand the capacity of route 25, from Newark south, was considered by the Bureau of Standards to be from 14,000 to 20,000 vehicles daily when that road was built.

Mr. STERNER. Yes, sir.

The CHAIRMAN. Is it true that the daily average now is 70,000, and that on holidays it is approximately 100,000?

Mr. STERNER. That is true in the Newark area, at the Newark Airport. Some of the peak loads at the Newark junction, which is south of the airport, have gone as high as 125,000 a day. That is better than a car every second in the entire 24-hour period.

MANY WORKERS COMMUTE 5 TO 10 MILES

The CHAIRMAN. Can you cite any instances of workers commuting long distances?

Mr. STERNER. When you speak of "long distances," how many miles do you mean?

The CHAIRMAN. Well, I will put a range on it of from 5 to 10 miles.

Mr. STERNER. There are a great number of them. That is part of our migratory problem. While we speak of the daily average of traffic, it should be considered also that we have peak hourly loads. We have a terrific traffic problem during the rush hours when these factories change shifts. When you consider a plant like the Federal Shipbuilding Co. at Kearny, where there are employed, I believe, 25,000 men daily as against 3,000 or 4,000 men normally on an 8-hour shift—when you consider just one plant of that type jumping to 25,000 and at the same time going on a 24-hour basis, you can realize the great number of those workers who come in their own cars, and the traffic problem they create.

They are arranging a scheme now to avoid congestion. If there are five workers going into the plant, or from five to eight, they will meet at some remote point away from the congested area and by prearrangement they will all pile into one automobile just to relieve the great congestion that exists nearer the plant.

That plant is located in Kearny on route No. 1, north of the Newark Airport, where this great volume of congestion we speak of already exists.

The CHAIRMAN. Has the number of accidents increased on account of that congestion?

Mr. STERNER. Well, it is a very hazardous situation. Mr. Vey would be a better authority on the question of accidents.[1] He has made an extensive study of it as traffic engineer of the motor-vehicle department.

The CHAIRMAN. We will not duplicate the testimony. What do you suggest as a remedy for that congestion? The superhighway that you mentioned?

MUST HAVE TRUNK HIGHWAY

Mr. STERNER. I maintain if you have hundreds and hundreds of tributaries you must have a trunk highway to carry away that traffic. A person might as well suggest there is no need for the main body of the Mississippi River, only need for the tributaries. It is the same theory. The War Department and the Bureau of Public Roads have endorsed the project and say it is vitally essential.

The CHAIRMAN. It is singular but true, that we often put more time in on tributaries than we do on the main stream. This committee has been at work on the problem of migration for a year and a half. We have been all over the United States, and we have found, so often, that people are exploring the tributaries, as you put it, Mr. Sterner, and losing sight of the main stream—that is, the great shifting of our population.

Now, what do you think would be the probable cost of that superhighway from Boston to Washington that you have in mind?

Mr. STERNER. Well, the completed highway would cost about $250,000,000 for the entire distance. It would be a highway through the heavily congested areas, of 12 lanes—6 for heavy traffic and 6 for light traffic.

When you consider troop movements and the amount of roadway necessary for them, the problem seems staggering. Very few people appreciate the magnitude of those movements. One of these new panzer divisions that the Army is developing—and they have three equipped now and are arming two more—reaches from New York to 10 miles the other side of Philadelphia, with the mechanized units only 150 feet apart—just one division.

When you add to that 75,000 to 125,000 cars and trucks per day that are already using the highway—and that condition has been developing over several years—when we consider the movement of those troops and that industrial traffic, we begin to realize the need for such highways.

The Army could take over six of those lanes and use them exclusively for military movements in case of emergency, and in that way the great stream of industrial workers and the fleets of trucks that are carrying the products of these wartime factories wouldn't be interfered with at all.

The CHAIRMAN. One can readily see that the United States might be attacked from many points, and if there is any country in the world that needs fast movement of troops, it is this country.

Mr. STERNER. Definitely.

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[1] Arnold Vey, State traffic engineer. See testimony, p. 5728 ff.

STRATEGIC IMPORTANCE OF ROUTE 25

The CHAIRMAN. We can't keep them in full force all over the United States. What do you consider the strategic military importance of New Jersey's Route 25 to be?

Mr. STERNER. That is already designated as one of the strategic military routes through New Jersey by the War Department.

The CHAIRMAN. And, of course, what you say is true. The question of getting supplies to these large troop concentrations is very important.

Mr. STERNER. Yes, definitely.

The CHAIRMAN. How long would it take to construct that superhighway from Boston to Washington?

Mr. STERNER. Well, it could be rushed very rapidly. We are prepared, in New Jersey, to proceed at once. All the preliminary plans and surveys and studies have been filed with Mr. McDonald, head of the Bureau of Public Roads, and we have also secured the necessary data and preliminary estimates and surveys from all the States. Work on that highway could get under way within 60 days if the funds were available.

The CHAIRMAN. And how long would it take to complete it?

Mr. STERNER. Well, the greater part could be completed within a year's time if we didn't have difficulty with the question of priorities. If it was given priority as a defense project, that would be one thing; but if it had to wait, that would be another. It would be a question of how long it would take to get the steel shipments. Most of the highway is over natural terrain and we are going to use existing bridges and existing interstate crossings, so it wouldn't be necessary to build any bridges over the Delaware River or the Hudson River; and north of that, of course, there are no bridges of any size to be constructed.

Around Baltimore we will have some difficulties. It might take longer through the Baltimore area.

The CHAIRMAN. It appears to me that there should be a highway of that kind, especially to the Capital of the United States. It may seem far-fetched to warn us here in this country that somebody might come over here and take Washington, but they did it in 1812, and at that time it took them 3 months to get over here.

Mr. STERNER. Whoever controls the seas can go anywhere. We did it in 1917 and the British did it in 1812.

The CHAIRMAN. Thank you very much, Mr. Sterner.

Mr. Osmers?

TOLL HIGHWAYS AND FREE HIGHWAYS

Mr. OSMERS. Mr. Sterner, is it proposed to make this a toll highway?

Mr. STERNER. No.

Mr. OSMERS. A free highway?

Mr. STERNER. Yes.

Mr. OSMERS. It may be a bit off the subject, but I would like to have your opinion about toll highways. Do you favor toll highways?

Mr. STERNER. Well, we have taken the position in this State that when motor vehicles are paying $50,000,000 a year in gasoline taxes and license fees, even though our tax is lower than the adjacent States, and when the total of gasoline and license-plate revenues is equivalent to a sales tax on gasoline of almost 25 percent, they are really paying enough tolls, so to speak.

Mr. OSMERS. Well, I was thinking of a highway such as we are talking about here, from Boston to Washington, at a cost of $250,000,000. That would be a terriffic outlay from the Federal Government's standpoint because the military use of it might be very limited; it might never be used for military purposes, but it would always be there for use by the military if necessary. It would primarily be used by men like you and me.

Mr. STERNER. It will be used by the great fleets of trucks carrying the products of war industries.

Mr. OSMERS. That is right; and it seems to me we would have more of them if there were some way of paying for them directly.

Now, the people of Maryland are working on State legislation, are they not, to build a superhighway from Washington to Baltimore, and they are going to make that a toll highway, aren't they?

Mr. STERNER. Yes.

Mr. OSMERS. And it will amortize itself?

Mr. STERNER. Yes, sir.

Mr. OSMERS. I know the other way is ideal, but you are familiar with the revenue situation in the State of New Jersey. We have limited sources of revenue, and such a highway will never be built if it has to depend on New Jersey's existing revenues.

$75,000,000 IN GAS TAXES, $20,000,000 FOR ROADS

Mr. STERNER. No question about that. The Federal Government collects in these States about $75,000,000 a year in the cent-and-a-half gasoline tax, and we get back about $20,000,000 in the Federal-aid highway program, so there is still a pretty good margin. We have felt the Government could amortize the balance of the total cost with the excess money collected from these North Atlantic States.

Mr. OSMERS. I suppose it could.

Mr. STERNER. And then we also, in the North Atlantic States, appreciate the privilege of being Santa Claus for the rest of the country, because we in this little 400-mile strip contribute about 50 percent of all the taxes collected by the Bureau of Internal Revenue. Of course, we have never had any public works projects, like dams and flood control, and so forth, and we thought this would be a swell opportunity for Santa Claus to get a gift from the Federal Government out of the money which we give it.

The CHAIRMAN. But think of all the great blessings you receive up in this country.

Mr. OSMERS. What do you mean? In the form of taxes, Mr. Chairman? I would like to say that we have a wonderful highway system in New Jersey, and if we were a State standing alone, if New Jersey were an island, we would be just the happiest people in the world; but we are sort of transmission belt between two of the greatest industrial areas in the world, and I think it is very unfair to expect this State to maintain the type of highways that that kind of traffic demands. One answer to that situation is that we are collecting gasoline taxes from these people who go through, but we know that the mere payment of those few pennies on the part of those using our highways does not make up for the extra cost of taking care of the traffic.

Mr. STERNER. And, of course, we are a little guilty ourselves in New Jersey of trespassing on the highways of our neighbors with our great fleet of trucks carrying merchandise up and down the coast. I think many people have felt our neighbors are more guilty of trespassing on us than we on them, but our traffic count does not show that.

Mr. OSMERS. The actual figures do not bear that out?

Mr. STERNER. No, sir.

Mr. OSMERS. That is all.

The CHAIRMAN. Mr. Curtis.

"TRENTON MAKES AND THE WORLD TAKES"

Mr. CURTIS. I was interested in your remark about the great sums this area pays in Federal taxes.

On the approach to your fine city of Trenton here from the railroad station, there is a sign: "Trenton Makes and the World Takes."

I would like to know whether or not the business firms of New Jersey are paying their taxes out of their capital or whether they are adding them to the price that the rest of the world pays for these goods. Now, if they are paying them out of capital, and lose 1 percent a month, in 100 months they are going to be out of business.

Mr. STERNER. I am not an authority on that subject.

Mr. CURTIS. Frequently the Representative in Congress from the district in which Winston-Salem, N. C., is located, boasts of the fact that his district sends great sums of money to the National Treasury by way of cigarette taxes. It is doubtful, however, if the smokers of that territory pay any more in taxes than the rest of the smokers in the United States.

I do not want to bring on an argument and you do not need to answer my statement; I simply wanted to get it in the record.

Mr. OSMERS. I would like—so that the record is completely cleared up—to point out to the gentleman from Nebraska, that while it is true that Trenton makes and the world takes, the area mentioned by the Commissioner is also the greatest buying area in the United States, to about the same extent, so that while we sell the goods here—make and sell the goods—we also buy them and pay the taxes on them. Following through with the thought of the gentleman from Nebraska, we get it both ways; Winston-Salem only gets it once.

The CHAIRMAN. After you gentlemen finish with New Jersey and Nebraska, I will pass over this excellent opportunity of saying a few kind words for California, in favor of speeding up our work at hand. Mr. Sterner, we thank you very much for appearing here and giving us your views.

Mr. STERNER. I would like to leave a map of the State of New Jersey showing our highway system and other features.

(The map referred to above is held in committee files.)

The CHAIRMAN. Our next witness is Mr. Parker.

TESTIMONY OF H. E. PARKER, INDUSTRIAL RELATIONS MANAGER, NEW YORK SHIPBUILDING CORPORATION, CAMDEN, N. J.

The CHAIRMAN. Mr. Parker, Congressman Osmers will interrogate you.

Mr. OSMERS. Mr. Parker, will you state your full name?

Mr. PARKER. Harry E. Parker, Camden, N. J., representing the New York Shipbuilding Corporation.

Mr OSMERS. Your prepared statement will be made a part of the record.

(The statement referred to above is as follows:)

STATEMENT BY H. E. PARKER, INDUSTRIAL RELATIONS MANAGER. NEW YORK SHIPBUILDING CORPORATION

TRAINING OF SHIPYARD EMPLOYEES, NEW YORK SHIPBUILDING CORPORATION

1. A program of employee training has been in effect at this yard for a number of years and is being expanded steadily to meet our demand for skilled and semiskilled mechanics. Briefly, the program may be summarized as follows:

(*a*) Regular apprentices.

(*b*) Learners:

(1) Practical training on job for specific operations.

(2) Collateral training in theory and blueprint reading at vocational schools.

(3) Yard classes, as above, when facilities of vocational schools are inadequate.

APPRENTICE SYSTEM

2. The apprentice system is well established and is closely administered. Special care is given to the selection of apprentices by means of examination, aptitude tests, and investigation of the boy's background. Shop work is arranged to cover every branch of their respective trades and is supplemented by attendance at classes at the Camden County Vocational School. Systematic advancement is maintained with completion of the apprenticeship in 4 years with the rating of first-class mechanic. It is expected that the majority of leaders and subforemen required in the future will be selected from this group.

Table I, below, gives the number and allocation of apprenticeships as of the present date. This number is being steadily expanded with the increase in force as well as the increase in percentage of apprentices to total force in certain departments by agreement with the union.

TABLE I.—*Apprentices as of May 26, 1941*

Department number and name:	*Number of apprentices*
26. Pattern shop	3
27. Blacksmith shop	2
29. Machine shop	30
42. Engine installation	10
43. Coppersmiths	11
43. Pipefitters	12
45. Turret shop	2
46. Boiler shop	9
47. Sheet-metal shop	48
54. Mold loft	12
64. Ship carpenters	32
66. Shipfitters	34
68. Electricians	22

"LEARNER" SYSTEM

3. The demand for the larger part of skilled and semiskilled mechanics is being met by the "learner" system. Essentially, this system provides for the

hiring of men as helpers after careful selection by interview, giving preference to high-school graduates and to those with some degree of experience indicating mechanical aptitude. The work of these men is observed by their department supervisors, and, if warranted, they are advanced to the learners' classification and given intensive training in some branch or branches of a trade. At the same time, arrangements are made for attendance at classes at the Camden County Vocational School, principally in blueprint reading and shop mathematics. Where the facilities of the vocational school are inadequate, special classes are organized and held in the shipyard out of working hours under instructors furnished by the corporation.

COOPERATION WITH COUNTY SCHOOL

4. Cooperation with the Camden County Vocational School is very close. The majority of the instructors are supervisors or first-class mechanics from this yard and a large number of classes are composed entirely of learners from this yard. Close contact is maintained and vacancies filled as rapidly as men complete the course or drop out for any reason. The number of classes maintained for personnel from this yard at the Camden County Vocational School are shown in table II, below.

Table II.—*Classes for New York Shipbuilding at Camden County Vocational School (exclusive of apprentice classes)*

Shipfitting and blueprint reading:	
Classes:	
2 nights a week each	7
1 night a week each	3
Electrical theory: Classes, 1 night a week each	2
Sheet metal: Classes, 1 night a week each	8
Mold loft and blueprint reading: Classes, 1 night a week each	4
Pipe fitting: Class, 1 night a week	1
Engine installation: Classes, 1 night a week each	2
Welding: Classes, 2 nights a week each (4 additional New York Shipbuilding classes as soon as regular day school ends)	5

Note.—Classes average 18, except welders, previously 8, but recently 13. All classes are 2-hour periods.

LABOR CONDITIONS AND REQUIREMENTS

5. Since labor condtions and requirements vary in the individual departments, a complete picture can be obtained only by a departmental review of training methods.

(1) Department No. 29—Machine shop: This department depends principally upon their apprenticeships but has approximately 40 helpers and handymen under training in the shop.

(2) Department No. 42—Engine installation: At present, 57 learners on the rolls and increasing steadily. Two classes are maintained at the vocational school from which 40 men have been graduated to date. Complete records of learners' progress is kept and a waiting list is maintained for vacancies in the blueprint reading classes at the vocational school. The necessity for training expense in the yard is anticipated.

(3) Department No. 43—Copper and pipe shop: Copper work is depending entirely upon apprenticeships at present. In the pipe shop, approximately 80 helpers and learners are receiving shop training. Few are able to be placed in the vocational school, and training expense is anticipated.

(4) Department No. 45—Turret shop: This department now has 125 learners and helpers under training. One instructor is employed full time to arrange and direct class instruction and maintain complete progress records of these men. Instruction, out of hours, is divided into two groups; (a) elementary blueprint reading, and (b) advanced blueprint reading and lay-out. There are three classes, one for each shift, in both groups, meeting once a week. In addition to the full-time instructor, three additional instructors are employed during class hours. Demand has developed for additional classes in blueprint reading and shop mathematics for mechanics and classes dealing in shop practice are also anticipated.

(5) Department No. 46—Boiler shop: At present there are 40 learners under shop training in specific operations, 19 of which are also attending classes at the vocational school. Since more facilities are not available, it is anticipated that

additional training expense will be involved in this department in the near future.

(6) Department No. 47—Sheet metal shop: The apprenticeship system in this shop is being expanded at the rate of 5 apprentices every 6 weeks until a total of 100 is reached. In addition, there are 150 learners on the rolls receiving shop instruction in some specific branch of sheet metal work. Only a limited number of this group are now able to attend classes at the vocational school but it does not appear that additional training expenses will be necessary in the near future. Complete records of the progress and status of each learner are kept.

(7) Department No. 54—Mold loft: Due to having relatively few classes of ships under construction, the mold loft does not anticipate much expansion. There are 16 learners on the rolls, most of whom are attending vocational school classes, and additional training expense is not anticipated.

(8) Department No. 55—Plate and angle shop: The expansion of this shop to date has been accomplished entirely by advancement of helpers through the grades of handymen to mechanics without special expense and no further extension of training is contemplated.

(9) Department No. 59—Painters and pipe coverers: No shortage of painters is anticipated. In the pipe covering division it will probably be necessary to set up typical pipe installations, either in the yard or at the vocational school if space is available, and to train men. To date, such training has been largely accomplished on the job.

(10) Department No. 62—Chippers and tank testers: At present there are 41 learners being trained on the job, while 18 have finished and been advanced to third-class mechanics. Approximately 150 more will be trained under the same system. Thirty-eight tank tester learners are being trained on the job, 8 completed training, and approximately 60 more will be trained.

(11) Department No. 65—Fasteners: 43 learners being trained, 68 have completed training since program was started, and about 100 more will be needed to complete.

(12) Department No. 66—Shipfitters and linermen: The heavy demand for this department has required the establishment of yard classes in addition to utilizing all vacancies in the vocational school. Men are hired as shipfitter learners of which there are at present 352 on the department's rolls, and of which 312 are attending classes either at the vocational school or in the yard. The yard classes consist of one group for each of the three shifts, meeting two nights a week with seven instructors furnished by the yard, plus one clerk whose full time is employed in maintaining complete records of the shipfitter learner group. Since establishment of these classes, 47 men have been rated third-class mechanics and it is anticipated that 600 more must be trained.

(13) Department No. 67—Welders and burners: The fact that welders must be fully qualified before doing any work on naval construction and that the tacker group must demonstrate a limited degree of skill, creates a special problem for this department. Due to the lack of suitable training facilities in this locality, the New York Shipbuilding Corporation maintained a welding school in the yard until 1938. With the growth of private or commercial welding schools, the plant school was discontinued and a policy of close cooperation with outside schools placed in effect. At present, men are required to obtain the necessary training required to qualify as tackers before being hired as welder learners. After demonstrating my test the ability to qualify as tackers, they are hired as learners with the written understanding that instruction must be coninued and that man qualify for welding within a reasonable period. The full facilities at the Camden County Vocational School (now 13 machines) are utilized for this advance training. The yard cooperates with approximately 12 private schools, laying out the form of training, furnishing adequate scrap and test plates, and exercising supervision over training methods. The increase in efficiency and the effectiveness of this system in reducing the hours of training over that of a plant or shipyard school has been marked. At this date, there are 410 tackers of which 160 are classified as learners although 90 percent of the entire list are attending schools or awaiting vacancies.

In addition to the above which involves no expense other than the preparation of material, there are three full-time instructors who patrol the ships to assist and give further training to tackers and welders on the job under conditions which frequently cannot be approximated in any form of school training. An increase in this group of traveling instructors is anticipated. Training expense is also involved in certain instances as at present in developing a force of welders and chippers for high-pressure steam piping. In order to meet the requirements for this class of work, it has been found necessary to take experienced first- or second-class mechanics and give them a period of several weeks' intensive training on this particular class of work. A text book for welder training, and covering methods and equipment in this yard, has been prepared and will be published and distributed through schools and the yard to acquaint prospective men, as well as those now employed here, with our standard practice.

(14) Department No. 68—Electricians: Learners are selected from the helper group, there now being 24 learners on the rolls with a steady increase anticipated. These men are attending classes in electrical theory at the vocational school in addition to their shop training on the job. Complete records of their progress and status of learners are being kept. Additional training expense to supplement the vocational school is anticipated.

(15) Department No. 64—ship carpenters: This department is being built up by hiring laborers who are advanced through the ratings of stage builder and trained entirely on the job. No additional training expense is anticiapted.

6. An experienced man also spends full time interviewing prospective learners and by questions, supplemented frequently by tests, places these men in the departments where greatest aptitude is indicated.

SALARIES OF TRAINING PERSONNEL

7. For that part of the training program involving apprentices, or instruction at the vocational school, no special training expense is involved or anticipated. In accordance with paragraph 10 of reference (a), the supervisor of shipbuilding is requested to approve that part of the special program involving labor and material cost to the corporation for which reimbursement may be claimed, as follows:

Wages or salaries of personnel acting as instructors while so engaged, time of learners or trainees when not on productive work, and incidental materials or supplies used directly in training.

(1) Specific charges will be issued to each individual department engaged in training involving expense as above.

(2) In the case of materials furnished the vocational school, or scrap and test plates prepared for welding schools, separate charges are issued for each activity.

(3) Monthly reports will be submitted covering—

(*a*) Form of instruction.
(*b*) Number of men in training.
(*c*) Changes since previous report.
(*d*) Number of classes and hours of instruction.
(*e*) Number of instructors and instructors' time involved.

This report will be submitted for each department authorized to make charges at the end of each month when charges are made.

EXHIBIT A

NEW YORK SHIPBUILDING CORPORATION,
Camden, N. J., June 13, 1941.

MR. JOHN W. ABBOTT,
Chief Field Investigator,
Trenton, N. J.

DEAR SIR: As per your request I am submitting herewith a report on labor conditions at this plant.

1. Working force June 1938, 3,757; working force June 1939, 4,748; working force June 1940, 8,600; working force June 1941, 13,010. Estimated labor load December 1942, 24,000.

2. This corporation has made an agreement with the Industrial Union of Marine and Shipbuilding Workers of America, Local No. 1, Camden, N. J., a copy of which is enclosed with this report.

3. The corporation places no restriction in employment on age, nationality, race, or creed.

4. A program of employees' training has been in effect in this yard for a number of years and is being expanded steadily to meet our demand for skilled and semiskilled mechanics. A copy of this program is enclosed herewith.

5. It has been the policy of this corporation to recruit labor within a radius of 40 miles of the plant and up to the present time, it has not been necessary

to go outside of this area to obtain a sufficient supply. No solicitation has been made outside this area and spot checks of applicants show that 98 percent of applicants come within the 40-mile radius of the plant.

An east coast wage stabilization committee has been meeting in Washington for the past month, and have now arrived at an agreement of wages, overtime pay, and shift pay. These findings have not been officially published, therefore, I cannot give you the details, but it is expected that they will be published before the end of this month.

Up to the present time it has not been necessary to call on any employment service to supply labor to this plant. However, it is the policy of the corporation that should this become necessary, they will deal directly with the State employment service.

It is the corporation's policy to ask for deferment from draft under the Selective Service Act for all skilled, semiskilled, and men in training to become skilled. The different draft boards have cooperated with us in this policy, it being understood by all of the boards that there are no available skilled people either for replacement or for the large expansion called for under our present Navy emergency program. This, I believe, covers the points you mentioned in your letter which I trust will be satisfactory.

Very truly yours,

New York Shipbuilding Corporation.
H. E. Parker.
Industrial Relations Manager.

TESTIMONY OF H. E. PARKER—Resumed

Mr. Osmers. Mr. Parker, will you give us some of the details on your training program at the New York Shipbuilding Corporation? How long have you been training men within your industry?

Mr. Parker. For the past 2 years.

Mr. Osmers. And you train only men?

Mr. Parker. That is right.

Mr. Osmers. And do you set any requirements as to the type of men whom you train?

Mr. Parker. Yes; we take men between the ages of 21 and 30 years.

Mr. Osmers. Married or single or either?

Mr. Parker. No restrictions as to that.

Mr. Osmers. Any restriction as to race or nationality?

Mr. Parker. No.

Mr. Osmers. Do you train any Negroes?

Mr. Parker. In some parts of it; yes.

Mr. Osmers. How long do you train them?

Mr. Parker. Fifteen months.

Mr. Osmers. And what do you pay them while training?

Mr. Parker We take a helper. and in training we increase his rates. He works 3 months on that rate, which is approximately 69 cents an hour. Then he goes on an increased rate of about 74 cents and works for 6 months, and then he steps up to another increased rate of around 79 cents. He is there for 6 months, and then he steps out as a third-class mechanic and gets the third-class rate.

Mr. Osmers. That is after about 2 years?

Mr. Parker. That is after 15 months; 3, 6, and 6.

Mr. Osmers. Do you train anyone that is not an employee of your company?

Mr. Parker. No; it is all done with employees.

EXPANSION OF TRAINING FACILITIES

Mr. OSMERS. Do you plan to expand your training facilities?

Mr. PARKER. We will have to expand them. We have in training now approximately 2,000 people. We will have to go to about 3,000 and perhaps 3,500.

Mr. OSMERS. How many men are employed at your plant?

Mr. PARKER. Thirteen thousand three hundred at the present time.

Mr. OSMERS. And how many were employed a year ago, approximately, or what has your increase been?

Mr. PARKER. Somewhere around 5,000.

Mr. OSMERS. You have increased employment from 9,000 to 13,000, roughly?

Mr. PARKER. Yes. I can give you the force in 1938. In June it was 3,756; in 1939 it was 4,748; in 1940 it was 8,600 and at the present time it is 13,300.

Mr. OSMERS. Now, what relationship exists between the public-school system and your company?

Mr. PARKER. The vocational schools are filled up with our people and overflowing 24 hours a day. I am speaking of the Camden County vocational schools. We have to run some classes in the plant ourselves, on account of the overflow that the Camden County vocational schools cannot take.

TRAINING ESSENTIAL IF PLANT IS TO EXPAND

Mr. OSMERS. Would you be able to go ahead with the great expansion of your company without this program?

Mr. PARKER. No, sir.

Mr. OSMERS. You could not find the skilled mechanics?

Mr. PARKER. Oh, no; that would be impossible. We recognized that 2 years ago. There isn't any such animal any more.

Mr. OSMERS. Does anyone ever try to steal your workers away from you?

Mr. PARKER. No; I can't say that they have. We have a slight flow away but not to any serious extent.

Mr. OSMERS. What do you think of the State employment service?

Mr. PARKER. I think it is the only answer if we are going to control labor. We haven't had occasion to use it for the simple reason that we have a list of applicants in our own office at the present time of over 1,000.

SHIPBUILDING STABILIZATION COMMITTEE

Mr. OSMERS. What do you think of the work of the Shipbuilding Stabilization Committee?

Mr. PARKER. Well, you are talking to one of the members.

Mr. OSMERS. So you think it is all right?

Mr. PARKER. I think it is the only logical answer. There is no sense in a shipyard in Kearny, and a shipyard at Camden, and a shipyard at Newport News, having three different sets of rates. That is all poppycock. The rate should be fixed.

Mr. OSMERS. But that agreement hasn't been signed yet.

Mr. PARKER. Hasn't been ratified by all the plants yet. In my mind there is no question but it will be.

Mr. **Osmers**. I agree with you. What would you say about the basic idea of the Stabilization Committee for an industry during the defense emergency? Do you think it should be carried out?

Mr. **Parker**. It should be carried out through the entire defense industry.

Mr. **Osmers**. Now, applying that directly to the work of this committee, Mr. Parker, would you say that it would have a tendency to slow down the flow of migration from one State to another seeking work?

Mr. **Parker**. It certainly would.

NO SKILLED NEGRO WORKERS IN PLANT

Mr. **Osmers**. How many Negroes do you have at New York Shipbuilding?

Mr. **Parker**. Approximately 150.

Mr. **Osmers**. Out of 13,300?

Mr. **Parker**. That is right.

Mr. **Osmers**. Do you have any skilled Negro workers?

Mr. **Parker**. No.

Mr. **Osmers**. Is there any racial friction of a serious character there?

Mr. **Parker**. Well, we haven't had it so far, but I would say there certainly would be if we didn't watch our step.

Mr. **Osmers**. The possibilities are there?

Mr. **Parker**. Yes; we are in a peculiar situation. You must recognize the fact that men in a shipyard work in very close proximity to each other, and you take a crew of people working in a compartment in a ship, and you undertake to mix them up, and you just can't do it.

Mr. **Osmers**. Do you take any interest at all in the housing of your employees?

Mr. **Parker**. No; we haven't taken any active part in it at all. There have been several housing projects put over, so we haven't any serious housing situation at the present time.

With this increase of another 11,000 or 12,000 people, no doubt we will face that.

Mr. **Osmers**. Do you feel that you have suffered an increased turn-over of labor as a result of bad housing conditions?

Mr. **Parker**. No, sir.

Mr. **Osmers**. Or rising rents?

Mr. **Parker**. No, sir.

Mr. **Osmers**. Do you anticipate that your working force will be increased almost 100 percent in the future?

PAY ROLL TO BE 25,000 BY DECEMBER 1942

Mr. **Parker**. It will be increased to 25,000 by December of 1942—about a year and a half from now.

Mr. **Osmers**. That, you anticipate, will be your peak?

Mr. **Parker**. Yes, sir; that is the present program peak.

Mr. **Osmers**. If they are putting in housing projects in your territory now with 13,300, what will be, in your opinion, the housing situation when you get 25,000 men working there?

Mr. **Parker**. It will be tight. I mean there isn't sufficient housing programs going on now to meet the needs of the 25,000.

Mr. **Osmers**. Will the 12,000 new employees that you need to reach your peak come from New Jersey, Pennsylvania, or from other States?

Mr. **Parker**. Practically all of them, I would say, will come from New Jersey. Up to the present time we have not gone out of a radius of 40 miles. The big problem we are faced with is the traffic problem. That is a tremendous problem.

Mr. **Osmers**. You say you have more than a thousand names in your files of men who want to work for New York Shipbuilding?

Mr. **Parker**. Yes, sir.

HIRE AT GATE

Mr. **Osmers**. You haven't had to use the United States Employment Service or any other?

Mr. **Parker**. That is right.

Mr. **Osmers**. The men come to your gate?

Mr. **Parker**. That is it.

Mr. **Osmers**. Do you know anything about the percentage of labor turn-over in your industry?

Mr. **Parker**. It is very small. I would say not over 8 percent. There is a definite reason for that. Of course, we pay about the highest wages in the territory.

Mr. **Osmers**. And your operations are the largest in that area by far, aren't they?

Mr. **Parker**. Yes, sir.

Mr. **Osmers**. There is no comparable industry?

Mr. **Parker**. No.

Mr. **Osmers**. During the World War you operated a large yard there, too, did you not?

Mr. **Parker**. Yes.

Mr. **Osmers**. Did you have any housing problem at that time?

Mr. **Parker**. Yes. They had tremendous difficulties. I wasn't there at the time. I was with the Bethlehem plant in Massachusetts at that time, in the shipyard there.

Mr. **Osmers**. How did your present company settle the housing problem at that time?

Mr. **Parker**. They built a large housing project right next to the plant. At that time I believe it was called York Ship. It is now known as Fairview. The property was sold a number of years ago.

Mr. **Osmers**. That is where Fairview is?

Mr. **Parker**. Yes.

Mr. **Osmers**. That is one of the three Fairviews in the State of New Jersey. I have one in my district, and they are always getting tangled up.

Mr. **Parker**. That was a World War housing proposition. The whole town was built up.

Mr. **Osmers**. Would you say something like that will have to be done again?

Mr. **Parker**. Something more on the type of this Audubon Village, if you know what I mean. The Government came in there and built 500 units. We call it Audubon Village. It probably wouldn't be quite as close to the plant as Audubon Village, but I am hoping they don't get too far away, because the traffic problem is terrible.

SHIPBUILDING OUTLOOK AFTER EMERGENCY

Mr. OSMERS. At the conclusion of this emergency do you expect we will continue to build ships in some quantity?

Mr. PARKER. We will have to, because of the losses that have taken place in the war. This country will have to build ships even after the war is over.

Mr. OSMERS. Then you think that your activities will taper off rather than be stopped immediately at the end of the war, such as will happen in the manufacture of ammunition and such war material as that.

Mr. PARKER. There probably will be a rather sharp stoppage of Navy ships. We are building nothing but Navy fighting vessels—cruisers and battleships for the Navy Department.

I rather assume as soon as the war is over there will be somewhat of a sharp stop in that class of work. On the other hand you take the merchant stuff that is going to the bottom in this present war. That will have to be replaced because every country in the world is losing its shipping.

Mr. OSMERS. Don't you feel that foreign nations will build a great many of those future merchant ships?

Mr. PARKER. No doubt of that, but we also bear in mind that while we are standing still now, so to speak, to a certain extent we are going along with the new improvements.

Mr. OSMERS. I have been told that there is hardly an undamaged yard in the British Isles; I don't know whether that is true or not.

Mr. PARKER. That is right.

Mr. OSMERS. That is all, Mr. Chairman.

The CHAIRMAN. Thank you very much, Mr. Parker.

Mr. PARKER. May I add one thing before I leave?

The CHAIRMAN. Yes; certainly.

Mr. PARKER. I spoke about traffic conditions. I believe that the town has asked for some relief, because we have got to have some extended roadway work done there to get our people away from the plant.

NEED TRAFFIC OUTLETS TO MAIN ARTERIES

I am faced with letting 8,000 automobiles out on the streets within 15 minutes at closing time, and it is a tremendous problem. We haven't got the outlets there even to get on the main arteries.

The CHAIRMAN. And you haven't the money to build them yourself?

Mr. PARKER. That is right.

The CHAIRMAN. Instead of decreasing migration, this emergency has increased it. This committee was continued by the Congress so that we might go into the defense centers and find out just exactly what their problems were.

The committee has visited San Diego, Calif., which is probably the "hottest" spot in the United States so far as migration is concerned. San Diego's population has increased about 100,000. Your situation here, so far as roads are concerned, is comparable. You also have the housing problem, the police problem, the fire-protection problem; and there comes a time when communities, on account of their debt limitation and other obstacles, cannot handle the situation without Federal assistance. That is the problem, isn't it?

Mr. PARKER. That is right.

The CHAIRMAN. So Congress passed a bill known as the Lanham bill, appropriating $150,000,000 to take care of those situations. Well, that sum is just a drop in the bucket. You understand, I am speaking my own personal views now. San Diego alone wants $21,000,000, and California, $50,000,000. There will come a time, shortly, when local communities simply cannot take on this emergency load.

When we finish our hearing today in Trenton, we will go to Baltimore, and then we shall have hearings in Washington, and then report back to Congress on the situation in these defense centers. We are about the only agency investigating that, and it will be through us that the Congress will learn of these things.

We thank you very much, Mr. Parker.

Our next witness is Colonel Dowell.

TESTIMONY OF COL. CASSIUS M. DOWELL, UNITED STATES ARMY, COMMANDING OFFICER, FORT DIX, N. J.

The CHAIRMAN. I want to say at the outset, Colonel Dowell, that we deeply appreciate your coming here. I know you are a very busy man, and we shall not keep you long.

You have heard me state the purpose of this committee and what our activities have been.

Colonel DOWELL. I did. And may I add that I have brought with me, for such help to the committee as they may be, Maj. John T. Daly, post judge advocate; Maj. Joseph C. Donoghue, post morale officer; Maj. Frederick D. Buttenbaum, post chaplain; Maj. Aage Woldike, post public-relations officer; and Lt. Robert L. Montieth, post theater officer.

The CHAIRMAN. Colonel Dowell, we deeply appreciate your bringing these gentlemen to our hearing.

Congressman Osmers will interrogate you, Colonel.

Mr. OSMERS. Colonel Dowell, first I want to say that the members of the committee who were able to take advantage of your invitation to visit Fort Dix the other day were made very, very happy by their reception there, and were delighted with many of the things they saw. There is one thing that caused us a little worry, however—after firing a couple of rounds on that machine gun. I noticed the next day the press said there was an ammunition shortage, and I hope that we didn't contribute to that by our activities.

Colonel DOWELL. By no means, sir. I don't think the shortage is created by things of that kind. I think the more you people in high position know of what we are trying to do and what our problems are, the more you can contribute to rectifying those situations.

Mr. OSMERS. I think that is true, Colonel. Just for the purpose of the record, you are the commanding officer at Fort Dix?

Colonel DOWELL. Yes, sir.

Mr. OSMERS. The material you have submitted will be incorporated as a part of the record, Colonel.

(The material referred to above is as follows:)

MATERIAL SUBMITTED BY COL. CASSIUS M. DOWELL, UNITED STATES ARMY, COMMANDING OFFICER, FORT DIX, N. J.

EXHIBIT A.—TRANSFER OF PROPERTIES IN EXPANSION OF FORT DIX

MEMORANDUM BY MAJ. JOHN T. DALY, UNITED STATES ARMY, POST JUDGE ADVOCATE, FORT DIX, N. J.

In September 1940, when the Forty-fourth Division came to Fort Dix, the area of the fort was something less than 7,000 acres, and in order to provide for training facilities, an artillery range, etc., the Government took in between 18,000 and 20,000 additional acres of land, extending out to within a few miles of the Lakehurst air field. On the property taken were approximately 150 farm houses with the farm buildings adjacent thereto. Some were large farms with modern equipment, but most of them were small farms, and in the artillery impact area were the very poor class of houses, occupied by the people known as the "pineys" who made their living picking cranberries and blueberries. Most of the houses are entirely unsuitable for use as quarters either by the officers or enlisted men of the post, but a few, such as the ones on the Atkinson, Bunting, and Meany properties, can be used after being reconditioned.

A board of officers, consisting of Lieutenant Colonel Tighe, Major Sexton, and Major Daly is putting in a report on these at the present time, and recommending that the vast majority of them be either razed or salvaged, it being understood, of course, that everything in the artillery impact area will have to be razed. The people formerly residing in these buildings have moved elsewhere, and in many instances the rents and claims office provided transportation for these families and their household effects to other locations, some as far as 25 or 30 miles from the post. The migration of these people was handled in a manner to cause the least possible inconvenience or annoyance to them.

At the present time not more than a dozen families remain in the houses which were taken by the declaration of taking of October 3, 1940. However, these former owners have not yet been paid in full for their properties, and it would be a good thing if this matter could be expedited. There are difficulties of title and other causes for delaying these payments.

In the new 1-B area, located in the Pointville-Browns Mills-New Lisbon triangle, consisting of about 2,480 acres of land, there are 180 separate owners. In this area there are 72 houses, most of which can be used for officers and noncommissioned officers after the Government has taken title and the owners have vacated. This is a matter which will probably be covered by condemnation proceedings in the near future. A perimeter survey has been made of this tract, and a description of each parcel has been made up, and also three appraisals have been made of each parcel, with pictures of each of the houses. We have one complete set of appraisals and pictures in our office. The other copies are being sent to the Quartermaster General and to the Zone Constructing Quartermaster, 120 Wall Street, New York City.

Practically all the work, with the exception of the actual appraisals, has been done by the officers, enlisted men, and clerks in the Rents and Claims Section. One civilian, Mr. Eugene McCarthy, of the Zone Real Estate Office is also engaged in this work for the office of the Quartermaster General. The Rents and Claims Office has, of course, had the complete cooperation of the office of the post quartermaster.

When the Government takes title to the properties in the new condemnation proceedings in the 1-B area, it is its intention to pay for the properties in full instead of making a down payment as was done in the first proceeding, and it will then be expected that the occupants of the 72 dwellings will vacate the premises promptly, so that the houses may be turned over to the use of Army personnel. In this connection, some of the owners are already looking around to get other places, but it is expected that there will still be some few cases where the owners will probably be permitted by us to hold over until such time as they can be permanently located in their new homes.

When these 72 houses are available, it will mean a considerable saving to the Government in providing quarters for officers and enlisted men who at the present time are receiving money allowances in lieu thereof.

One thing that must not be lost sight of is that, while we have a total of several thousand officers and enlisted men, the population of Fort Dix is actually very much larger, due to the fact that so many others are employed here, that is, Work Projects Administration workers, civilian clerical help, etc. I figure that this civilian population amounts to fully 10 percent of the military population. If the number of troops at Fort Dix is to be doubled, as seems possible, then all the facilities of the fort must be doubled accordingly.

EXHIBIT B.—ADDITIONAL REQUIREMENTS AT FORT DIX

Housing for military personnel and families.
Swimming pools.
Additional transportation to beach.

Additional athletic fields (baseballs, hard and soft).

Double sewage disposal.

Adequate incinerator.

Permanent military police buildings.

(School facilities on post or Federal assistance for existing grade and high schools.) (Teachers.)

(Free coffee, cookies, cakes, etc., for troops at United Service Organizations houses as has been the policy of Fort Dix Community Service.)

Exhibit C.—Memorandum on Water Supply and Sewage Disposal

Headquarters, Fort Dix, N. J., *June 26, 1941.*

To Commanding Officer.

WATER SUPPLY

1. The present capacity of water through filtration plant is 2,000,000 gallons daily. Capacity of well No. 1 is 1,000,000 gallons daily, making a total supply of 3,000,000 gallons a day.

The post quartermaster reports that the filtration plant is now overtaxed by about one and a half million gallons a day, which tends to prevent proper filtration of water.

Well No. 2 is being drilled and is now down 1,002 feet but has not yet struck water. (Well No. 1 found water at 960 feet.) Date of completion and capacity of flow depends on depth water is found.

Well No. 3 will be started when well No. 2 has been completed.

SEWAGE DISPOSAL

2. The present population service capacity of the sewage-disposal plant is 22,000 persons. When present reconstruction and additions are completed the expected capacity should be about 40,000 persons. It is thought that this will not be adequate for a post of the size of Fort Dix, with the potential expansion which emergency may necessitate.

The present project is divided into two subprojects, i. e., "Addition to sewage-treatment plant," which should and probably will be completed August 10, 1941, and "Improvements to sewage-treatment plant," which calls for completion October 10, 1941.

C. A. Noble,
Lieutenant Colonel, Infantry, S–4.

Exhibit D.—Projects Under Way, Authorized and Requested

Office of the Quartermaster, Fort Dix, N. J., June 26, 1941

PROJECTS UNDER WAY

Name of project	Date contract started	Contract price	Contractor
Receiving and departure building	June 23, 1941	$19,630	Henry Puchall & Co., New York City.
Tables for receiving and departure building.	do	1,542	Frank C. Snedaker & Co. Inc., Philadelphia.
Addition to recreation building, type RB-1.	June 26, 1941	7,582	New General Construction Co., Trenton, N. J.
Alterations to reception center buildings.	June 1, 1941	9,175	Purchase and hire, post quartermasters' office.
Addition to new building at Beverly National Cemetery.	June 23, 1941	4,944	Edward Fay & Son, Philadelphia, Pa.

LIST OF PROJECTS AUTHORIZED BUT NOT UNDER WAY

Name of project	Funds requested	Date of request	Date of authorization	Reason for not starting
Coal-storage track and unloading equipment.	$40,000	Nov. 12, 1940	Jan. 15, 1941	No funds.
Additional railroad-track facilities	164,975	Nov. 7, 1940	Jan. 29, 1941	Do.
Truck sheds	20,000		June 13, 1941	Drawings not complete.

Office of the Quartermaster, Fort Dix, N. J., June 26, 1941—Continued

PROJECTS REQUESTED BUT NOT APPROVED

Project name	Date sent to 2d Corps Area	Work Projects Administration share	Sponsors share (War Department)	Total cost of project
7 new warehouses	June 14, 1941			$210,000
Commissary and veterinary building	June 5, 1941	$2,300	$1,334	3,634
Fence at filtration plant	Mar. 5, 1941	671	1,140	1,811
Addition to post garage building No. 164	Feb. 19, 1941	13,094	7,779	20,873
Fence (2) 500,000-gallon water tanks	May 12, 1941	624	993	1,617
Flag pole and landscaping Scott Plaza	May 22, 1941	2,650	3,785	6,435
Two new magazine-area fences	June 12, 1941	4,146	5,953	10,099
Landscaping entire post	Apr. 1, 1941	120,000	126,000	246,000
New and old magazine railroads	June 12, 1941	18,030	29,445	47,475
Warehouse area fence	Feb. 4, 1941	4,848	7,310	12,158
Illumination of critical areas	do	1,500	11,930	13,430
Entrance plazas	Mar. 27, 1941	14,964	11,612	26,576
Comfort stations	May 27, 1941			36,400
Buildings for One Hundred First Military Police	Apr. 19, 1941 May 22, 1941			23,620 26,500
Erection of 3 administration buildings, First Army	May 2, 1941			30,365
Radio-transmitter building	June 23, 1941	3,914	2,542	6,456
Gas instruction building	Apr. 3, 1941	1,500	2,500	4,000

TESTIMONY OF COL. CASSIUS M. DOWELL—Resumed

Mr. OSMERS. Now, what States do the selectees at Fort Dix come from? From every State, or from certain States?

Colonel DOWELL. Our reception centers receive the selectees from the States of New Jersey, Delaware, and New York.

Mr. OSMERS. And how long do you keep them there, Colonel?

Colonel DOWELL. The average is 4 days. They just come in there from their induction stations elsewhere—are brought in either by motor or train. They come in there in civilian clothes and they are classified. Their I. Q.'s are obtained through very thorough classification efforts. Then they are put through the processing plant. They enter that building in civilian clothes and they come out with uniform and an extra uniform in a barracks bag, and guides are waiting there—other soldiers—to conduct them, first to a place where they receive their mess kits for living for about 4 days while they get adjusted, and then to their organizations, where a group is formed and information in the form of orders received for sending them to their permanent organizations, which may be a considerable distance.

We have sent some as far as Arizona and others to Fort Bragg, and so on.

Mr. OSMERS. From Fort Dix they go to what is known as a basic training center?

Colonel DOWELL. That is right.

Mr. OSMERS. Now, how many people do you estimate have moved into the Fort Dix area, Colonel?

Colonel DOWELL. It would be difficult to state how many people have moved into the area. I take it you mean in addition to the soldiers?

Mr. OSMERS. Yes.

Colonel DOWELL. We have about 26,000 soldiers and between 3,000 and 4,000 civilian employees—not entirely the Government, but W. P. A. and the employees of the contractors engaged on the various construction projects.

Now, of course, there was a considerable addition to the population brought in by people who are trying to meet the trade situation outside.

Major Woldike, would you give an estimate of the number outside, approximately?

TESTIMONY OF MAJ. AAGE WOLDIKE, POST PUBLIC RELATIONS OFFICER, FORT DIX, N. J.

Major **Woldike**. It would be purely a guess.

Mr. **Osmers**. What would your guess be, Major?

Major **Woldike**. I don't think over 2,000 in the surrounding communities, more or less permanent.

Mr. **Osmers**. You say about 2,000 in the permanent population?

Major **Woldike**. Yes, sir.

Mr. **Osmers**. Now, I presume that a number of the wives and families of the men you have there have moved into the area?

Colonel **Dowell**. Not so many as you might suspect. One reason is that the principal unit at Fort Dix now training tactical units is the Forty-fourth Division, which comes largely from this community. For instance, the Seventy-first Infantry comes from New York and the One Hundred and Seventy-fourth Infantry from Buffalo, but a large proportion of it comes from Trenton and Camden, and they more or less maintain their homes.

Mr. **Osmers**. The New Jersey National Guard is a sort of backbone of the Forty-fourth Division, is it not?

Colonel **Dowell**. That is right. There have been a number of additions to it, of course. It was raised to war strength by adding people who came in by recruitment and also selectees. It is true they they are largely from New Jersey, and one field-artillery unit from the State of New York, the One Hundred and Fifty-sixth Field Artillery.

NO HOUSING SHORTAGE IN FORT DIX AREA

Mr. **Osmers**. Do you have an acute housing shortage in the area at Fort Dix?

Colonel **Dowell**. We do not, and I will explain that this way: Not so many houses are desired, because so many of the men are near their own homes; but the Defense Housing Administration on June 1 opened 100 family-capacity homes there, especially designed or intended for the noncommissioned married officers of the first three grades and the permanent employees of the War Department—civilian workers, at or near Fort Dix.

Mr. **Osmers**. Is that the development in Wrightstown to which you directed us?

Colonel **Dowell**. That is right; in the outskirts of Wrightstown, in the direction of the general hospital. Although it is open for occupancy by those people, it is only 49 percent filled right now—approximately a half.

Mr. **Osmers**. And it has been open since the 1st of June?

Colonel **Dowell**. Yes. Now, another factor which has helped us very much is that we have added a considerable area to the fort reservation. It was something like 7,000 acres last September. Now it is 25,725 acres. A considerable number of houses that were vacated when that added acreage was taken over are poor, no good, of no use, and particularly in the impact area of the field-artillery range which you saw, the houses are very poor and will be of service principally for targets for the Field Artillery to shoot at. They will all have to be razed sooner or later. But the point I am making is that there were, however, a number of houses that were worth putting into condition for occupancy by people entitled to them—military people—and those have been, to some extent, made use of. Others could still be utilized if there was a shortage.

We shall soon take over an additional area of 2,480 acres, in which there are 72 houses. They have already been photographed. Major Daley here has the photographs with him today.

They have been charted, and many of the families there have already made arrangements to move out when the time comes.

Mr. ARNOLD. Where did these families move, Colonel, when their houses were taken into the camp?

Colonel DOWELL. Major Daly has handled that, with Judge Forman and the United States attorneys working with him.

They moved to localities within 25 or 30 miles of where they were originally in the State. They all remained in the State of New Jersey, except for possibly 1 or 2, who may have gone to Pennsylvania.

Mr. ARNOLD. And they were farmers?

Colonel DOWELL. Yes, sir.

Mr. ARNOLD. Did they farm this land?

Colonel DOWELL. Yes, sir. Some of them were the poorer class. They were called "pineys."

Mr. ARNOLD. It doesn't look like much of a farming area.

Colonel DOWELL. There are some beautiful farms in there, close in, but as you get out toward the impact area it is not so good. It was poorer land, cranberry bogs down there.

Mr. OSMERS. I notice that all of the houses in the impact area are of poor quality. I believe, Colonel, your men had stripped them of anything that was useful.

Colonel DOWELL. Our men and some others who got to them in spite of our patrols that we had around there. They were not worth salvaging.

The CHAIRMAN. Colonel Dowell, before we leave the photographs, will they be available for the committee?

Colonel DOWELL. Yes, sir.[1]

The CHAIRMAN. We are very much interested in the housing problem because that is a pressing one throughout the United States.

Colonel DOWELL. This 2,480 acres that we will acquire has 72 houses, 62 of which will be worth preserving.

PLANS OF DISPLACED FARMERS

We have not only photographed them, but we have detailed data on them—on all of the houses, everything about them. We have been able this time to do that in advance, working with the Federal authorities and through them and taking the farmers into our confidence.

They know what is going to happen. They have had time to plan ahead, whereas before we lacked experience and had to give the time after the farms were required. We tried in every case to work just as little hardship as possible on them, but this planning ahead is much better.

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[1] See p. —.

Mr. OSMERS. I can see that you have a very careful inventory of just what you are getting. Have rents gone up in this area?

Colonel DOWELL. Yes; they have, but not as much as I have seen in other places during my service.

A two-bedroom cottage with living room and kitchen in Browns Mills is available to an officer right now at $75 a month, which is considerably more than they could have got for it last September.

Mr. OSMERS. I dare say. Tell us a little more about your sewerage facilities at Fort Dix.

SEWERAGE AT FORT DIX

Colonel DOWELL. Sewerage facilities at Fort Dix are in a pretty precarious condition right now for this reason: As I stated, we have a population of 26,000 military people and perhaps 3,000 or 4,000 civilians. That is an approximate figure. That is, a population of 30,000 to take care of with a sewage-disposal plant the capacity rating of which is a community of 22,000. So we are overloaded by 8,000. Moreover, the visitor load over the week-end is tremendous, not only because the Forty-fourth Division is so near home, but also because the selectees coming in are from this vicinity. There are about 3,000 or 4,000 of those, when it is running full capacity, and their people want to come in to see them, their friends and relatives, before they go far away. That adds a considerable load to our sewage-disposal plant during week ends.

Mr. OSMERS. What are you doing about that problem, Colonel?

Colonel DOWELL. Well, we have been working for some time on an improvement to our present sewage-disposal plant, which will make it take care of a population of about 40,000 permanent military people—a permanent military population of 40,000.

Mr. OSMERS. When will those improvements come about?

Colonel DOWELL. August 10. That is the date when the additions are set to be completed. That will relieve the situation considerably. This is being done by contract and handled by the constructing quartermaster under the Quartermaster General in Washington. Bids were called for, and it is proceeding on that basis.

The improvements to the central heating chamber and other things will make that 40,000-capacity plant much more efficient, and they will be completed about the 10th of October.

It isn't entirely because the facilities are overloaded that the situation is precarious right now, but in making these new additions and constructions we have to cut off a part of the capacity we already have; so I feel—and I don't hesitate to advise the higher authorities when they inquire about it—that no further troops should be brought in there until that situation is taken care of.

ROADS AT FORT DIX

Mr. OSMERS. Now, what is your road situation? I noticed in going through part of the fort that you had a rather mixed road situation—you had paved roads and oiled roads and dirt roads and all kinds of roads.

Colonel DOWELL. That is right. We had to work during the winter, when it was pretty muddy, without oiled-surface roads or without the black top, but the project is complete now, and the engineers and the State authorities are helping us in a very thorough and, I think, efficient manner in improving that situation.

There is work to be done on the roads, lots of work to be done, but it is being done according to plan, and it is moving now as well as I think we can expect. In fact, we are doing very well. It is moving very satisfactorily now, compared to what it was awhile back.

It started with construction that had to be torn out. You will find concrete head walls lying all around there that had to be torn out when they finally got down to proper road construction.

Mr. OSMERS. Last winter and early this spring there was some complaint in New Jersey that emanated from there, because of mud. Would you say that will be largely eliminated this coming winter?

Colonel DOWELL. Oh, yes. Of course, the soldier has to take care of himself in the mud, and I find that he will do so and can do so, and can maintain a very high state of morale if you make him feel that he is necessary and that he has done a fine thing. That is the important thing—keep the soldiers feeling that they meet these things with a smile, and that they have done a fine thing in meeting them the way they do, and their morale will stay high.

FORT DIX HAS GOOD HEALTH RECORD

There was no threat to health there. I will say that the record of sickness is one of the finest that I have ever seen. With an expectancy normally for that period of the year at that place of 5 percent then and 4 percent now, it got down as low at one time as 1.9 percent, and right now it is 2.2 as against a normal expectancy of 4 percent. That hasn't been accomplished without very fine work on the part of our medical personnel.

Mr. OSMERS. Those figures are very encouraging.

Colonel DOWELL. Very. When people complain of the dangers we point to that record.

Mr. OSMERS. Now, we have covered sewage disposal and roads. I wonder if you would touch for a moment on what is being done to expand recreational facilities.

Colonel DOWELL. My morale and recreational officer is here. And may I ask the man who has charge of that—Major Donoghue, my morale and recreational officer—to answer that question?

TESTIMONY OF MAJ. JOSEPH C. DONOGHUE, UNITED STATES ARMY, POST MORALE OFFICER, FORT DIX, N. J.

Major DONOGHUE. The most recent authorization is a field house or gymnasium which will have portable bleachers and portable stage and two basketball courts. We have two service clubs and one guest house. We have four moving-picture theaters run by the United States Army Motion Picture Service. Two of those houses seat 1,038 persons each. The one in the reception center seats 350; the one in the colored troops area seats 388.

We have a nine-hole golf course to which there is no restriction—no fees.

Mr. OSMERS. Is it a reasonably good golf course?

13 RECREATIONAL BUILDINGS AT FORT DIX

Major DONOGHUE. It is in excellent condition. We have 13 regimental recreational buildings, each one seating 388. Each of those buildings is equipped with a stage, with stage lighting and projection room.

We have two swimming pools on the post, one of which is quite old and very small, with no chlorination facilities. It requires daily filling and cleaning, and on account of fear of some infection we have determined to keep that closed.

We have an up-to-date, 50-by-120-foot open pool, but because of its inadequacy for the entire fort, we are devoting the use of it to the ladies and the children and the nurses.

Now, all fields for baseball, hard and soft, are improvised. We have blueprinted plans for the building of a baseball field and football field and a cinder track—a one-quarter mile cinder track—and also a softball field. At the present time we have eight tennis courts, and we have projected sports centers scattered about the fort on the basis of one for each brigade or similar strength. There will be a double handball court, two or three tennis courts, a badminton court, volley ball court, and a basketball court in each.

There are authorized three additional theaters, and they will soon be begun.

Mr. OSMERS. All these facilities are being constructed by the United States Army?

Major DONOGHUE. Yes, sir.

Mr. OSMERS. That is without any reference to what the U. S. O. may or may not do?

Major DONOGHUE. They are all on the post. We have an open-air boxing arena now seating 1,000 persons, which can be and I expect will be expanded to 3,000.

We have an open-air theater which we will be ready to open on July 7, which will seat 2,000 persons.

In each of the two service clubs we have libraries of about 5,000 books. The new service club just completed and the guest house just completed will be open in about 1 week.

CAFETERIA ON CONCESSION BASIS

Colonel DOWELL. May I interject there that the new service clubs have been completed for some time, but we have been asking the War Department for authority to run the cafeteria in the club on a concession basis. One reason for this was inadequacy of construction, in many respects. The concessionnaire, a man of large experience and large business already in that line, is ready to install at once, but we had to wait to get permission because the policy was that each service club would run its own cafeteria. We felt that the conditions were not the same as in other parts of the country. We have people of large experience, like, we will say, Johnson, in that line. He has mass buying power; he has ways of getting employees and putting them in there that we haven't got. Many things make this project different from what it would be, say, out in the Mississippi Valley somewhere.

Mr. OSMERS. Did they give you that permission?

Colonel **Dowell**. They gave us that permission. We had to start in then to get the modifications made, which the War Department understands we are making. Those modifications will be completed so as to make this cafeteria usable in about a week.

People are a little impatient, I understand, in the corps area, because we haven't opened it yet; but they forget that we couldn't go to work making these modifications until we had received the authority.

Mr. **Curtis**. May I ask at that point who is to be fed at this cafeteria?

Colonel **Dowell**. Well, we feed not only the soldiers who want to come in, but their families that come to visit them and their friends.

Mr. **Curtis**. Civilian employees?

Major **Donoghue**. We feed some of the N. Y. A. girls. We have quite a few of those on the post, and at the old service-club cafeteria. Now they take their noonday meals there.

Colonel **Dowell**. We have a number of the N. Y. A. youngsters, both male and female, on the post. We are cooperating to the fullest extent in that because it is a Federal effort. It is considered worthwhile if handled properly. Of course, they don't come in as experts, and it is a bit of a burden sometimes to instruct them in their specialities, to help them better fit themselves for the work they are in in civil life; but nevertheless we recognize the worth of that, the intention of it, and we are giving the fullest sort of help. They have a camp there in the camp—a Boy Scout camp that wasn't being used very much. I had my eyes on it myself, thinking we might make something of it, but the N. Y. A. representatives came along and I said, "Here is just the place," so they are out there now and I feel they are doing a lot of good for the youngsters and we are helping them.

They are allowed to eat in these cafeterias.

Mr. **Osmers**. Now, does that about sum up the recreational facilities?

Major **Donoghue**. No, sir; there are two more points. One is the fact each company has a day-room, with few exceptions, a day or company recreation room, so there are approximately 175 of those on the post.

Now, I should add also there has been an authorization for the colored troops area for the erection of a service club, guest house, a new theater, which is one of the three I mentioned a few minutes ago, and also an officers' recreational building. There also has been authorized the erection of 10 day-rooms over the post for officers.

I believe that covers it.

FACILITIES AT ISLAND BEACH, N. J.

Colonel **Dowell**. I think in that connection we might add that off the post we have arranged for beach swimming at Island Beach, N. J., out of Seaside Park. We have a half mile of beach there. The Phipps estate has turned it over for our use.

Mr. **Osmers**. Are there any facilities there now?

Major **Donoghue**. We took four tents down there a few days ago and yesterday we installed a latrine. We propose to erect three more tents for dressing and storage of equipment and a field range.

The units of the fort will go down there this week end. There will be men from two regiments, perhaps as many as 400 men there, each regiment self-sustaining with its own lifeguards. They will stay overnight. This will continue as the summer goes on. We hope that other units will take advantage of this facility and that we will be able to put up more facilities and perhaps utilize the beach every day in the week.

EDUCATIONAL PROBLEM

Mr. Osmers. Colonel Dowell, you must have a very serious educational problem with this new population.

Colonel Dowell. Yes, sir; we do have a serious educational problem. We took away some of the lands from these townships, and they are pretty hard hit. They have their appropriations to provide, and they have to service their bond issues; they have to maintain their schools, and we have taken away one-third of their land, which deprives them of that much income.

Then on top of this, 100 families have come into Wrightstown. The children will have to be sent to school somewhere. It is estimated that their present enrollment of primary pupils of 130 will jump to 600. That presents a problem for Congress to help them out with. New Hanover township particularly is hard hit, and I feel very strongly that we either should construct school facilities on the post or in the vicinity to take care of that, or else they should have some help from the Federal Government, because it is Federal activity that has brought this situation about.

HEALTH CONDITIONS SURROUNDING FORT AREA

Mr. Osmers. Is there anything being done on the part of the post authorities with respect to health in the surrounding territory?

Colonel Dowell. Yes, sir; I first came here last September to take command of Fort Dix. No commanding officer can run the post properly unless he has the cooperation of the surrounding community.

We needed the cooperation of the State health authorities. We needed the cooperation of the State troopers. And I want to tell you that we have had it, 100 percent everywhere.

We talked the whole thing over and they got my ideas as to how they might be able to help. There were two things that I sought their help on particularly, and got it. One was to keep the hidden army of females away from the community. They handled that situation. And the other was the hot dog stands that are allowed to spring up and do spring up—eating places that are unsanitary, not fit for soldiers to go into at all.

The health authorities of New Jersey have been grand on that, and I give them a lot of credit for their cooperation, because I feel that for its size it is the cleanest place from a sanitary and moral standpoint that I have ever served in. It is a boom city with clean surroundings, and we are working and struggling and they are helping to keep it that way.

Things crop up now and then that have to be handled, of course, but they are handled with the finest sort of cooperation from the surrounding civilian communities and the State and county authorities.

Mr. Curtis. May I ask one question in reference to the surrounding territory? You stated a moment ago that there were several thousand acres more that you are going to take over?

Colonel Dowell. Yes, sir; that is shown by these photographs here.

Mr. Curtis. Do you happen to know—and I assume that it would be incidental—what the plans of the people are—the farmers and the villagers who might be displaced there?

Colonel Dowell. Here is the man who has been working with them—Major Daly.

TESTIMONY OF MAJ. JOHN T. DALY, UNITED STATES ARMY, POST JUDGE ADVOCATE, FORT DIX, N. J.

Major Daly. The properties of those people in all probability will be taken, and they are prepared to move to other localities. Nobody has been moved out of the 1–B area yet, but in the other areas we have provided transportation and have moved them as far as 25 or 30 miles.

Mr. Curtis. Are they farmers, for the most part?

Major Daly. Some of them.

Mr. Curtis. Are they able to get other farms?

Major Daly. Yes, sir.

The Chairman. Do you deal with them individually or do you condemn the land?

Major Daly. The land has been condemned so far, and it will probably be condemned in this area also.

Mr. Curtis. But you have given individual attention to each man and his problem?

Major Daly. We moved a man no later than Thursday morning to a new house.

Mr. Osmers. Is this called Pinehurst?

Major Daly. No; this is some distance from Pinehurst. This is down in the triangle.

NEW LOCATIONS FOR DISPLACED POPULATION

Mr. Curtis. Would you say these people who are being displaced are able to find new locations, with a minimum of hardship and handicap?

Major Daly. Well, it will be a minimum of hardship in this case because the Government intends to pay for everything in advance.

Mr. Curtis. I mean their ability to find some other place.

Major Daly. Yes, sir.

Mr. Curtis. So they can make a living after they get there?

Major Daly. Yes, sir.

Colonel Dowell. I will add to that that we are working very closely with the United States attorney here and Judge Forman in an effort to help them find places. The United States attorney even goes to the backward ones, to the man that is not inclined to act in the matter for himself, and advises him and helps him find a place.

We are trying to do it in such a way that if a man won't help himself, it will be done for him and his family.

Major Daly. In that connection, most of the people in the first area taken were supposed to get out by the 15th of April. Wherever they couldn't do it they came in to me and I checked with them and we extended their time, from time to time, and in nearly all instances they are pretty well cleared out now. But nobody was forced to get out by the 15th of April if he couldn't find a place to go to, or if it was inconvenient to move right then.

Mr. CURTIS. And the children continued in school?

Major DALY. Yes, sir.

PROCEDURE IN REQUESTING FACILITIES

The CHAIRMAN. Colonel Dowell, when you want any increased facilities, such as recreation or sewage disposal or anything of that kind, do you make requisition to the War Department in Washington? How do you handle that?

Colonel DOWELL. We get out a blueprint and accompany it with a letter to the corps area commander, stating the need, and he usually sends that on to Washington if he approves it. Sometimes he wants a different location from the one we have proposed. But they send it on to Washington approved, and if it is approved there it comes back and is taken up in the form of a constructing quartermaster's project, directed by the quartermaster general to the constructing quartermaster, who is located right on the post, with the zone quartermaster up in New York City.

That is a new agency which they have introduced into the arrangement. The zone quartermaster takes over a zone to watch the construction. They think it has helped to speed construction in the various areas, and I am in agreement with that.

The CHAIRMAN. Colonel Dowell, that money comes out of the general War Department appropriation, does it?

Colonel DOWELL. Yes, sir.

The CHAIRMAN. How do you find them in your requisitions? Are they pretty tight, or do they generally go through?

Colonel DOWELL. They sometimes seem to have a mind of their own.

The CHAIRMAN. We find them that way once in a while, too.

Colonel DOWELL. But I feel they have been fairly generous with us.

I have brought a map showing the things that are under construction now or are authorized.

The CHAIRMAN. Would you be able to leave that with us, Colonel?

Colonel DOWELL. Yes, sir; I will be very glad to.

[The map referred to above is held in committee files.]

Mr. OSMERS. Do you happen to have a map of the entire Fort Dix area?

Colonel DOWELL. I might have known you would ask for that. We did not bring it along.

Mr. OSMERS. We don't need it today.

Colonel DOWELL. This map which I have brought does not include the whole Fort Dix area, because it does not show the target range, miles away; but this includes the Three Hundred and Seventy-second Infantry, the colored area, and all of the immediate reception centers. It includes all of the immediate post, but it doesn't show the entire reservation.

Mr. OSMERS. I was thinking of a map to show the total camp area in relation to the surrounding community.

Major DALY. You mean a terrain map?

Mr. OSMERS. Yes. You could send one in to the committee, and then we can study these towns around the camp.

Major DALY. Yes.

[The map referred to above was received subsequent to the hearing and is held in committee files.]

Mr. Osmers. That is all, Mr. Chairman.

The Chairman. Colonel Dowell, we shall keep our record open until probably the latter part of July, and if anything additional occurs to you that you might think would be of interest to Congress in setting forth the general picture of Fort Dix, we shall be glad to receive it from you.

2,000 BUILDINGS AT FORT DIX

Major Daly. There are 2,000 buildings at Fort Dix, approximately, and I think that fact should go in the record.

The Chairman. Colonel, we want to express our deepest appreciation to you personally and to your staff for coming here. Your testimony has been a very valuable contribution.

Colonel Dowell. My chaplain is here, if you would like to hear what the religious situation is at the camp.

The Chairman. We should like to hear his testimony.

Colonel Dowell. There are a considerable number of chapels to be constructed at the post. What is the number now, Major Buttenbaum?

TESTIMONY OF MAJ. FREDERICK D. BUTTENBAUM, UNITED STATES ARMY, POST CHAPLAIN, FORT DIX, N. J.

Major Buttenbuam. There are 12 chapels in contemplation.

Colonel Dowell. Construction has not started, but it will start soon. In the meantime we are having religious services at such places as we can.

The Chairman. What is the present facility for services? Have you any chapels there now at all?

Major Buttenbaum. There is none now. Religious services are held in the various regimental mess halls, recreation buildings, and theaters. The 12 chapels that are authorized will be scattered throughout the camp in the various regiments.

At the present time there are 27 chaplains on the post.

Mr. Curtis. What is your program of religious activities for a week?

Major Buttenbaum. That varies, sir, according to the outfit with which the chaplain may be serving. For instance, a regimental chaplain will fit in his program with the program of recreation and other activities of the regiment, whereas we on the post fit our work in with the morale officer, and meet with the selectees when they come in and interview them, if they want to be interviewed, and quite frequently we are called upon to write letters to their parents. There are 43 religious services each Sunday.

Mr. Curtis. Not 43 different kinds?

Major Buttenbaum. No; 43 services, more or less equally distributed.

Mr. Osmers. Is attendance at the services compulsory?

Major Buttenbaum. No, sir.

ATTENDANCE AT RELIGIOUS SERVICES

Mr. Curtis. What does your attendance run? What percentage of the boys attend some of these services?

Major Buttenbaum. The attendance at service varies with the locality. At the reception center the percentage would be much higher than in other areas, due to the fact the boys are in quarantine and they can't get out, and consequently they go to the services.

We have an average attendance there in the Catholic service of approximately 350 to 400; the Protestant service attendance is anywhere from 125 to 200; the Jewish service will run in attendance anywhere from 50 to 125, depending, of course, on the number of selectees that are in the area on that given Sunday.

Mr. CURTIS. The figures you have just quoted are from how many available selectees?

Major BUTTENBAUM. Well, I would say, sir, between 2,000 and 2,500.

Mr. CURTIS. That is all.

The CHAIRMAN. Thank you very much, gentlemen.

The committee will take a 5-minute recess.

(Whereupon, a short recess was taken.)

The CHAIRMAN. The committee will please come to order.

Our next witness is Mr. Vey.

STATEMENT ON HOSPITAL FACILITIES AT BERGEN

Mr. OSMERS. Mr. Chairman, before Mr. Vey proceeds, I would like to say for the record that Judge Lloyd, director of the Bergen County Chamber of Commerce, who is scheduled to be our last witness this afternoon, will not be able to come to Trenton because he is quarantined at home, due to sickness in his family.

The CHAIRMAN. Well, Congressman Osmers, if Judge Lloyd has a statement to submit to the committee, we will be glad to receive it.

Mr. OSMERS. He has filed a statement with the committee.

(The statement referred to above appears in this volume as exhibit 20, p. 5844.)

Mr. OSMERS. I would like to say at this time that I have not read Judge Lloyd's statement, but I know that he had one salient point that he wished to bring to the attention of the committee, and with your permission, Mr. Chairman, at this time, I will just say a brief word on it.

He wanted to call the attention of the committee to the shortage of hospital facilities in the Bergen County area of New Jersey. And it is his intention, I believe, to seek assistance in solving this problem under the Lanham bill.

The hospital facilities in that community of 410,000 people at the present time are equal to about 1.4 beds per thousand, which is considered inadequate by the medical profession.

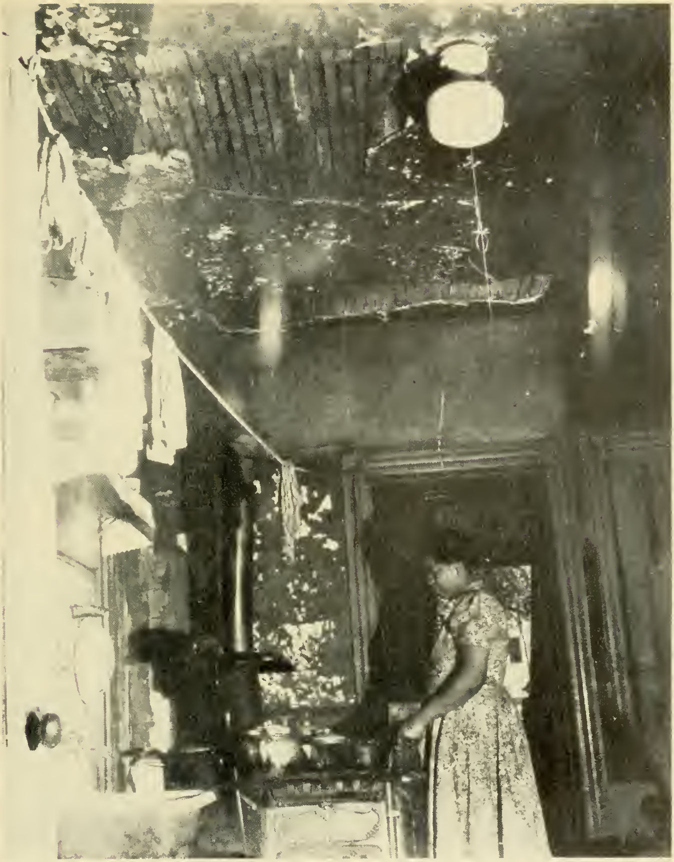
That is all I have to say.

TESTIMONY OF ARNOLD VEY, TRAFFIC ENGINEER, MOTOR VEHICLE DEPARTMENT OF THE STATE OF NEW JERSEY, TRENTON, N. J.

The CHAIRMAN. Mr. Vey, will you please give your full name and address and state in what capacity you appear here this morning?

Mr. VEY. My name is Arnold Vey and I am traffic engineer for the Motor Vehicle Department of the State of New Jersey.

The CHAIRMAN. That makes you quite familiar with the road situation in the State of New Jersey, doesn't it?

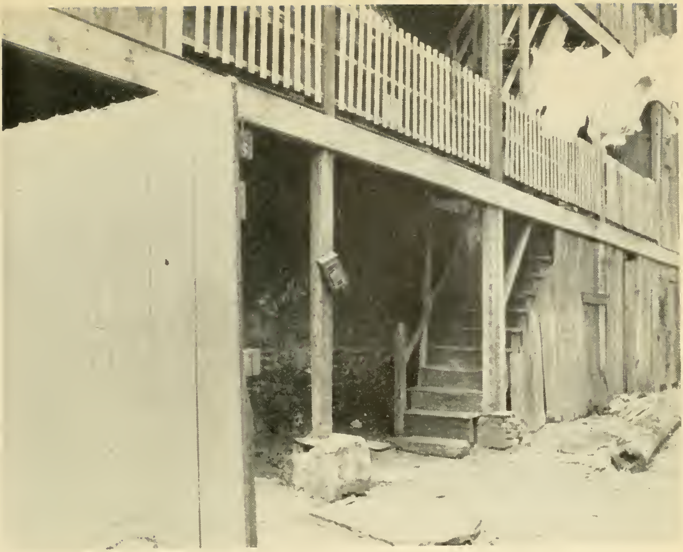


Kitchen of a house in the slum district of Bayonne. Witness Carl C. Holderman at the Trenton hearing said, "I don't think there is an industrial area in New Jersey which doesn't have a large proportion of slums." (See testimony, p. 5580.)

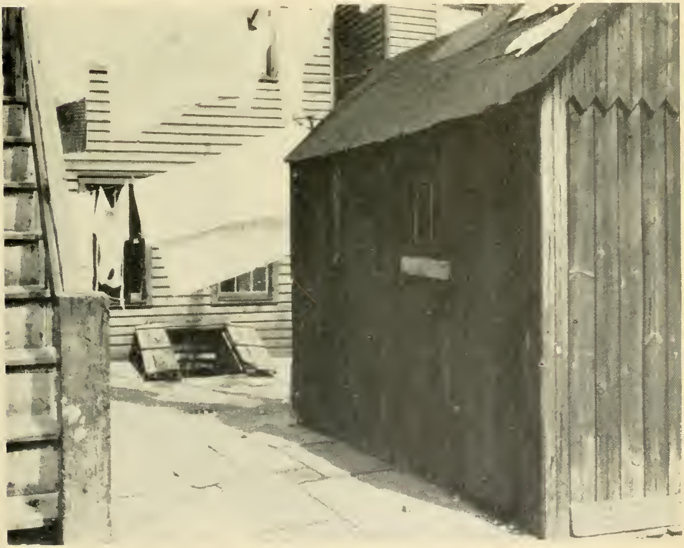
The above photograph and those on following pages, taken in New Jersey communities affected by in-migration of national defense workers, have been selected from a group submitted at the hearing in Trenton. Those not reproduced in this volume are held in committee files.

In Paterson, N. J., there has been "considerable resistance" to public housing for the past eight years, according to a witness at the Trenton hearing. The family above lives in one of Paterson's substandard houses. (See testimony, p. 5578.)

Another room in the same house. Air from the outside comes through the hole in the wall.



The slum area in which this photograph was taken is six blocks from Paterson's City Hall.



This structure, in central Paterson, houses three privies which are used by ten families.

5728–C

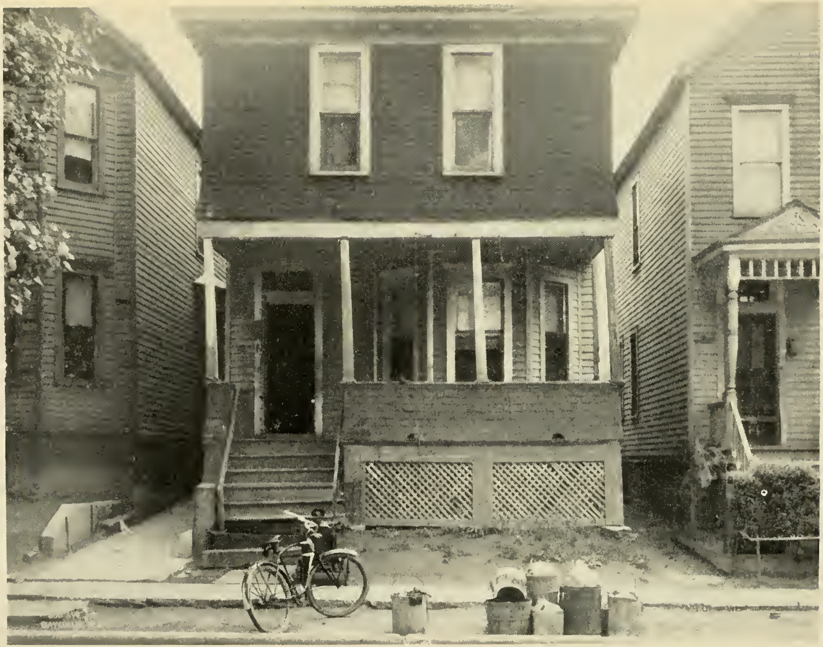
This structure in the area taken over for additions to Fort Dix is described as "suitable for field officers' quarters as is."

Photographs on these two pages illustrate four types of houses in the area being added to Fort Dix, N. J. They are samples of 73 such photos submitted to the committee by officers in charge of the expansion of the Fort. (See testimony, p. 5719.) The house shown above is described as "suitable for officers' quarters after slight expenditure for minor repairs."

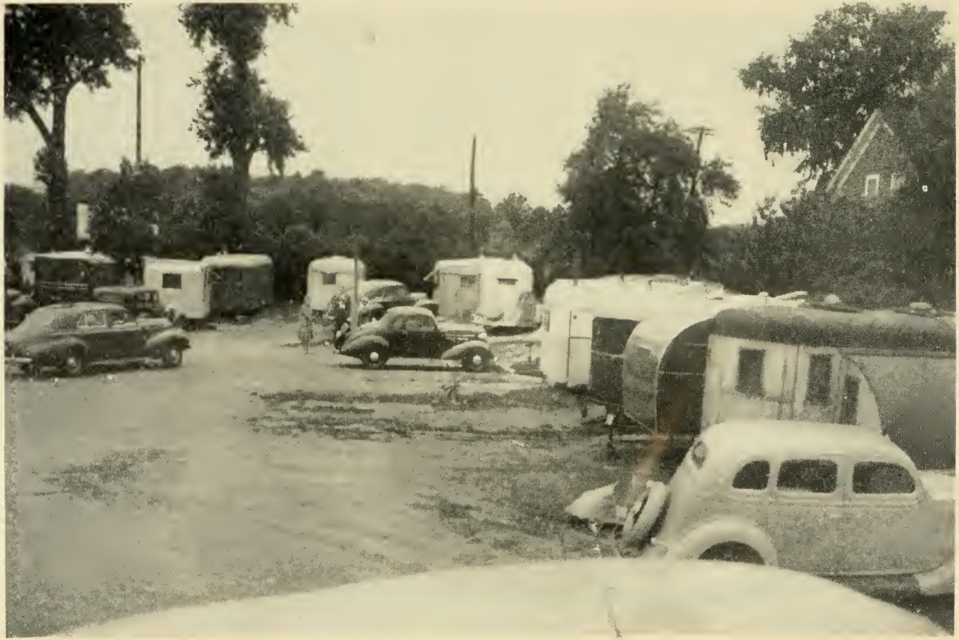
"Certain favorable factors concerning this property suggest adding rooms and improvements to make it suitable for officers' quarters," says the Army. "Due to location [it] should not be used for NCO quarters." [Noncommissioned officers' quarters.]

"Recommend razing."—U. S. Army.

5728–E



In some communities Negroes are being evicted, and the houses let to white workers who can afford to pay higher rents, according to a witness at the Trenton hearing. (See testimony, p. 5580.) Above is an example of such "converted" housing in Bayonne.



Trailer camp of national defense workers at Linden, N. J.

License plates in New Jersey defense centers make a motley picture This row of cars in the parking lot at the Elco Boat Works at Bayonne is discussed in testimony on p. 5577.

Mr. Vey. Very much so.

The Chairman. Has there been a great increase in the population of northern New Jersey?

Mr. Vey. Very much so, especially in the defense centers. I am not able to give the increase in population by sections, but there has, unquestionably, been an increase since the 1940 census.

The Chairman. Has there been a considerable increase of out-of-State automobiles coming into New Jersey during the last year?

Mr. Vey. The New Jersey State-wide planning survey last year conducted and completed this February a State-wide traffic survey of the entire State. Those traffic analyses are now being put together and probably will be completed in a few months; and that will specifically answer the question as to the number of out-of-State vehicles, and offer an opportunity for comparison with a similar survey that was made in 1932 and 1933.

LONG-DISTANCE COMMUTING

The Chairman. What have you to say about long-distance commuting? Are many workers at these defense centers commuting for long distances?

Mr. Vey. It is my understanding and my personal knowledge that there is some fairly long-distance commuting by private cars as well as by public transportation facilities. For instance, in the section in the State in which I reside, there is, 2 miles from us, a new airplane-propeller factory.

The Chairman. Has that increased the automobile traffic and caused congestion on the highways?

Mr. Vey. Unquestionably it has. Congestion has been increasing for the past several years. Since 1930 the motor-vehicle registrations have increased some 30 percent and gasoline consumption has increased some 60 prcent. Undoubtedly there has been an increase in travel.

The Chairman. Is there much new highway construction in the State of New Jersey?

Mr. Vey. There has been some recently, but we have been engaged primarily in reconstruction. The State highway department is in a better position to answer that than I am.

NEED FOR A SUPERHIGHWAY

The Chairman. Are you an advocate of a superhighway down the coast, such as has been mentioned here this morning?

Mr. Vey. There is unquestioned need for a type of roadway that Commissioner Sterner spoke of, a roadway that will not alone accomodate local travel from community to community in these congested areas, but also that will accomodate this through traffic across the State, which is tremendous because of our position between the big markets of the East and also because of our commercial and industrial activity.

The Chairman. And in case of war, too, for troop movements, it would be absolutely necessary?

Mr. Vey. Absolutely necessary; yes.

The Chairman. Is there anything else you wanted to get before the committee, Mr. Vey?

Mr. Vey. No; I have filed my report with the committee.

The Chairman. I know you have, and it is a very valuable contribution, and we thank you very much and appreciate your being here.

(The report referred to above is as follows:)

STATEMENT BY ARNOLD VEY, TRAFFIC ENGINEER, MOTOR VEHICLE DEPARTMENT, STATE OF NEW JERSEY

New Jersey's unique location between and partly within two of the Nation's greatest commercial, industrial, and financial centers, together with its many popular recreational areas, explains to some extent the intense traffic problem which has confronted the State since the popularization of the automobile.

A few pertinent, comparative facts concerning the State and the country as a whole might more readily exemplify New Jersey's position. For instance, New Jersey's area of 7,522 square miles places it forty-fifth in order of area of the 48 States or slightly more than two-tenths of 1 percent of the total land area of the entire country. Within this comparatively small space there reside 4,160,165 persons or 3.16 percent of the population of continental United States, placing New Jersey ninth in rank in population of the States of the Union.

In population density, New Jersey ranks second to Rhode Island with a density of 553.1 persons per square mile or 12½ times the population per square mile of continental United States.

In motor-vehicle registration, New Jersey ranks eighth among the States of the Union with its 1,092,871 total vehicles registered in the year 1940 or more than 3 percent of the total motor-vehicle registration of the country. These vehicles, together with the tremendous influx of out-of-State cars, not only on normal days but particularly on summer weekends, are crowded upon approximately 27,000 miles of total roadways, including State highways and county and municipal streets, representing less than nine-tenths of 1 percent of the total roadway mileage of the country.

NEW JERSEY TRAFFIC PROBLEM CONSTANTLY GROWING

New Jersey's traffic problem, even through the recent depression years, with the exception of 1 or 2 years immediately following 1930, has been an ever-increasing one. At present, because of the step-up in industrial defense activity and the corresponding increase in all business and commercial activity of the State, the traffic problem is daily growing more complex.

An indication of the increase in industrial activity may be seen in the official figures compiled by the New Jersey State department of labor showing increase in employment in concentrated industrial areas within the State.

EMPLOYMENT INCREASE IN NEWARK-HARRISON AREA

For example, in the intense Newark-Harrison industrial area comprising some 230 plants, the increase in employment in the month of April during the past 4 years was as follows:

Percent increase in employment—	*Percent*
April 1939 over 1938	5.0
April 1940 over 1939	8.2
April 1941 over 1940	21.0

In the Camden area, with approximately 40 plants reporting:

Percent increase in employment—	*Percent*
April 1939 over 1938	18.8
April 1940 over 1939	25.1
April 1941 over 1940	22.5

In the Paterson area, with some 56 plants reporting:

Percent increase in employment—	*Percent*
April 1939 over 1938	10.7
April 1940 over 1939	27.5
April 1941 over 1940	49.8

In the Linden industrial area, with approximately 50 plants reporting:

Percent decrease in employment—	Percent
April 1939 under 1938	0.7

Percent increase in employment—	Percent
April 1940 over 1939	7.1
April 1941 over 1940	32.0

The foregoing percentages are considered by the Department of Labor to be fair average percentage changes based upon the plants reporting. Individual plants within these areas would, of course, show varying degrees of increase.

In addition to the rapid expansion in industrial and commercial activities of the State, resulting in a more or less corresponding increase in vehicular traffic, there has been an increase in street and highway traffic due to military activities, including the enlargement of military reservations as well as ordnance depots.

All of this new activity has not only brought about a general increase in the traffic problem throughout the entire State but has particularly intensified the traffic problem within and adjacent to the industrial and military areas.

LABOR MIGRATION FROM OUTLYING PARTS OF STATE

The demand for labor, particularly those of specialized skills, has resulted in the migration of workers from outlying sections of the State and from out of the State and in many instances has required these workers to travel long distances to and from their places of employment. Because of preference or convenience to avoid circuitous routes which might be required if public transportation facilities were used, many of these workers, as well as those residing within shorter distances, elect to drive their personal cars to their places of employment.

This increased use of personal cars for transportation to and from industrial areas has not alone expanded the traffic problem along already heavily traveled major through routes but frequently has created a particularly difficult problem at and in the vicinity of industrial plants and areas. It is the exception rather than the rule that adequate off-street parking facilities are available or provided and of necessity these vehicles must park all day on the public roadways, thus further reducing the roadway space for moving traffic, and at times creating accident hazards.

During the morning and evening rush periods, and especially at the evening dismissal hour, serious congestion is created at street intersections adjacent to large plants because of the simultaneous exodus of thousands of employees dispersing from a comparatively small area.

This increase in traffic intensity during the rush hour in some industrial areas has slowed traffic to a pace of a few miles per hour. A survey in one instance showed a speed of vehicles of 3 miles per hour for extended distances.

MOTOR-VEHICLE REGISTRATION

Motor-vehicle registration in New Jersey during the past 10 years as well as the first 3 months of 1941 compared with a similar period in 1940 is somewhat indicative of the growing intensity of New Jersey's traffic problem.

A record of motor vehicles registered in New Jersey for the past 10 years is as follows:

	Total vehicles registered	Percent change
1930	852,703	
1931	869,613	[1] 2.0
1932	860,769	[2] 1.0
1933	856,789	[2] .5
1934	876,176	[1] 2.3
1935	900,180	[1] 2.7
1936	956,501	[1] 6.2
1937	1,008,909	[1] 5.4
1938	1,024,096	[1] 1.5
1939	1,045,604	[1] 2.1
1940	1,117,320	[1] 6.4

[1] Increase.

[2] Decrease.

The average increase in motor-vehicle registration in 1940 over 1930 equals 31 percent.

A comparison of motor-vehicle registration for the first 3 months of the 1941 registration year with the 1940 registration year is indicated in the following tabulation:

	Total vehicles 1940 registration year	Total vehicles 1941 registration year	Percentage change
March	768,872	863,761	[1] 12.3
April	163,823	140,750	[2] 14.1
May	38,406	40,893	[1] 6.5
Total	971,101	1,045,404	[1] 7.7

[1] Increase.
[2] Decrease.

A further indication of the increase in motor-vehicle registration and use in 1941 over a similar period for 1940 is reflected in the new-car sales and used-car transfers and transactions recorded by the motor vehicle department. New-car sales increased 29.2 percent in the first 4 months of 1941 compared with 1940, and used-car transfers and transactions increased 25.7 percent during the same period.

GASOLINE CONSUMPTION

The consumption of gasoline for motor vehicle uses is to some extent indicative of the car-miles traveled on New Jersey's streets and highways. A comparison of gasoline consumption for the past several years therefore illustrates to a degree the increase in traffic volume throughout the State.

There is included a graph* showing gasoline consumption by months from 1932 to April of 1941, inclusive, illustrating the increasing more or less straight-line trend in gasoline consumption.

The record of taxable gallons of gasoline consumed in New Jersey for the past 10-year period is:

Year	Taxable gallons in millions	Percent change	Year	Taxable gallons in millions	Percent change
1930	546.68		1936	719.57	[1] 13.9
1931	570.80	[1] 4.4	1937	793.97	[1] 10.3
1932	554.32	[2] 2.9	1938	810.95	[1] 2.1
1933	546.82	[2] 1.4	1939	847.81	[1] 4.5
1934	567.84	[1] 3.8	1940	896.95	[1] 5.8
1935	631.60	[1] 11.2			

[1] Increase.
[2] Decrease.

Gasoline consumption in 1940 increased 64.1 percent over 1930.

The first 4 months of 1941 show an increase of 11.7 percent over the corresponding period for 1940 and by months is as follows:

Gasoline consumption (taxable gallons)

	1940	1941	Percentage increase
January	62,060,982	67,044,980	8.0
February	58,727,503	64,255,010	9.4
March	65,316,998	73,810,726	13.0
April	69,561,616	80,565,233	15.8
Total	255,667,099	285,675,949	11.7

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*Held in committee files.

TRAFFIC VOLUME DATA

Because of insufficient time and the scarcity of adequate comparative traffic census data, it has been impossible to obtain 1941 traffic data at a sufficient number of traffic count stations on the roadway system of the State to enable comparisons with traffic counts at the same locations during previous years.

The State highway department, however, has maintained 16-hour daily traffic counts at seven rather important traffic points on the State highway system the first 4 months of 1941, enabling a comparison with a similar period for the year 1940. The percentage increases in daily traffic at these seven points in 1941 over 1940 are:

	January	February	March	April	Average increase
Junction, routes 21, 25, and 29, Newark	12.40	21.58	9.33	22.40	16.42
Junction, routes 25 and 39, Bordentown	20.49	78.69	39.23	47.01	46.35
Junction, routes 25 and 33, Robbinsville	25.50	36.48	14.28	38.83	28.77
Intersection, route 25 and Slack Ave. near Trenton	33.60	34.20	21.46	40.03	32.32
Junction, routes 25, 38, and 45, Camden	15.56	20.82	1.39	18.79	14.14
Junction, routes 44 and 45, Westville	27.31	27.30	19.30	34.54	27.11
Junction, routes 4 and 35, South Amboy	31.08	31.23	21.29	51.92	33.63
Average percent increase	23.71	35.76	18.04	36.22	28.30

Although there is, as indicated in the above table, considerable fluctuation between stations in percentage increase in daily traffic, the general increase in traffic flow at all seven stations in 1941 over 1940 equals 28.4 percent.

It is probable that traffic counts at other points throughout the State would indicate similar trends. As a matter of fact, some sections of the roadway system of the State, particularly those sections within and adjacent to intense industrial areas, would undoubtedly show increases even greater than the average increase indicated in the foregoing tabulation.

A comparison of monthly vehicular traffic using the three Hudson River crossings under the jurisdiction of the Port of New York Authority further indicates the increase in 1941 traffic volume over 1940 and is illustrated in the following tabulation:

Percent increase, 1941 over 1940

Months of year	Holland Tunnel	Lincoln Tunnel	George Washington Bridge
January	7.7	23.5	8.2
February	17.1	30.2	20.6
March	.1	15.9	4.0
April	18.1	30.7	23.2
May	12.2	27.4	20.0
Average increase	10.9	25.4	15.5

It is noted from the above table that for the Holland Tunnel the average percentage increase during the first 4 months of 1941 compared with 1940 is a lesser amount than the other two Hudson River crossings. This to some extent is not surprising, since the traffic volume during the rush-hour periods in the Holland Tunnel has for some time equaled capacity or near capacity.

A further indication of the extent of the increase in traffic volume on particular roadways of the State due to defense activities is contained in a special study by the New Jersey State-wide highway planning survey in the vicinity of Fort Dix, Burlington County. This survey concerned a study of the traffic pattern on a number of roadways in and about Burlington County, some of which are direct feeders to Fort Dix, while others do not provide direct access to this large military reservation.

Briefly, the study showed that beginning with October 1940, there occurred a rapid increase in the volume of traffic on the feeder roadways to the fort as indicated in the following tabulations:

Percent average 16-hour weekday (6 a. m. to 10 p. m.) is of the 24-hour annual average

	County roadways in vicinity but not feeders to Fort Dix	County roadways used as feeders to Fort Dix
	Percent	*Percent*
October 1940	88.2	94.5
November 1940	85.5	108.8
December 1940	80.8	115.8
January 1941	73.0	115.8
February 1941	64.5	114.0

TRAFFIC ACCIDENT EXPERIENCE

Traffic accident experience during the past several years in New Jersey shows some fluctuation from year to year as indicated in the following tabulation of total accidents, number of persons killed, and number of persons injured:

Year	Total accidents	Number of persons killed	Number of persons injured
1932	45,870	1,180	31,246
1933	33,812	1,185	28,158
1934	33,363	1,227	27,754
1935	30,511	1,188	25,579
1936	34,349	1,107	26,185
1937	38,411	1,278	28,835
1936	33,572	865	24,918
1939	36,290	814	25,214
1940	42,542	911	27,718

There are attached on the following page two charts*—one graphically illustrating the fluctuation from month to month and year to year in total accidents and number of persons injured and the remaining chart illustrating the fluctuation in persons killed.

A comparison of total accidents, number of persons killed, and number of persons injured for the first 4 months of 1941 compared with a similar period for 1940 is shown in the following tabulation:

	1940	1941	Percent increase
Accidents:			
January	3,039	4,022	27.3
February	3,327	3,497	5.1
March	3,243	3,571	10.1
April	2,930	3,024	3.2
	12,539	14,114	12.6
Deaths:			
January	61	88	44.3
February	50	65	30.0
March	52	61	17.3
April	51	49	[1] 3.9
	214	263	22.9
Injuries:			
January	1,654	2,229	34.8
February	1,751	1,924	9.9
March	1,943	2,034	4.7
April	1,909	2,016	5.6
	7,257	8,203	13.0

[1] Decrease.

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*Held in committee files.

The degree of increase in industrial activity has not occurred uniformly in all sections of the State, as naturally those counties, including Bergen, Camden, Essex, Hudson, Mercer, Middlesex, Passaic, and Union (which have for years been more or less the important industrial counties of New Jersey) have had the greatest upward trend in industrial and commercial activities resulting from the defense program.

It is interesting, therefore, to note from the map* the change in accident experience in those counties compared with the remaining counties of the State.

A summary analysis of such a comparison is indicated in the following tabulation:

Percentage increase, accident experience, New Jersey, first 4 months of 1941 over 1940

	Accidents	Number of persons killed	Number of persons injured
Industrial counties [1]	11.2	11.4	10.8
Remainder of State	19.9	52.9	25.4
Entire State	12.6	22.9	13.0

[1] Industrial counties include Bergen, Camden, Essex, Hudson, Mercer, Middlesex, Passaic, Union. Burlington County has also been included in this group because of the location of Fort Dix within that county.

RECOMMENDATIONS

The most positive and probably most lasting solution of the present day traffic problem from the viewpoint of expedition and safety is that of rebuilding existing roadway facilities or constructing new ones in and through the congested areas of New Jersey. To be serviceable to both local and through traffic such rebuilt roadways, and particularly new roads, should be so planned and designed to prevent as far as possible premature obsolescence.

The reconstruction of existing roadways or the construction of new roads in the manner and to the extent necessary to relieve the existing traffic problem is not immediately possible because of the lack of necessary funds for a large-scale program such as this. It is important, however, that within financial means the necessary steps be taken to reconstruct or provide, as soon as possible, new roads in the more seriously congested areas of the State.

To a large extent, therefore, the immediate traffic problem must be solved or curtailed through the adoption of such measures that will insure a more efficient use of existing roads; that is, the application of traffic-control measures and traffic-engineering principles enabling increased traffic with safety.

The application of the well-known three E's of traffic safety—engineering, enforcement, and education—together with an increase in manpower, particularly enforcement officers where needed, will to a large extent provide the essential remedies.

There is need, too, for a wholehearted cooperative spirit on the part of officials directly concerned with the traffic problem and highway users.

More specifically, traffic-control measures and traffic-engineering principles which will result in improved traffic expedition with safety include:

TRAFFIC CONTROL

Improved traffic control not only at congested intersections but also along heavily traveled important roadways within congested areas can be had through properly directed increased enforcement activities as well as the application of proven traffic engineering principles such as:

Curtailment of traffic congestion at bottlenecks.—Frequently congestion occurs at important, heavily traveled, grade intersections not alone because of inadequate facilities but, too, because of obsolete or antiquated traffic-control methods. Oftentimes at such points traffic may be expedited with safety through the application of improved and up-to-date control measures. Each problem must be treated individually and the specific solution determined after factual studies of each location.

In some instances it may be necessary to cause inconvenience to a relatively small percentage of motorists traveling through such intersections by the elimination, for example, of specific conflicting turning movements. However, despite this inconvenience, the greatest good is provided the largest number.

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*Held in committee files.

Proper use of traffic-control signals.—Improvement where necessary in traffic-control signal installation and operation will aid in expediting traffic with safety.

This concerns not only the replacement of obsolete signal equipment with up-to-date traffic-control signals but also their proper operation in accordance with the needs at the particular location in question and especially the proper coordination of the timing schedule of adjacent signalized intersections along the same roadway.

Application of one-way streets.—The adoption of one-way streets in congested areas where existing roadway facilities are inadequate and where the street pattern is such that one-way roadways may readily be established without too great an inconvenience to motorists, will likewise prove helpful in expediting traffic with safety.

One-way streets not alone increase street space for moving traffic in specific directions but reduce vehicular conflicts, many times causing accidents and congestion at street intersections.

One-way streets may be established permanently or temporarily; for example, the one-way regulation to apply for the in-bound direction during the heavily traveled morning rush period and the out-bound direction during the evening rush period, with two-way traffic permitted at all other times.

Adoption of parking restrictions.—The adoption and enforcement of proper and adequate parking restrictions, including time limit as well as prohibited parking along heavily traveled congested roadways, will make available additional street space for vehicular travel, thereby aiding in the expedition of traffic with safety.

In congested business districts where time limit parking restrictions have not been adopted or are not enforced, it is general that a comparatively small proportion of the vehicles parked, park for long periods of time and consume a comparatively large percentage of the total available space hours. The adoption and enforcement of time-limit parking where necessary aids in expediting traffic flow.

The prohibition of parking on roadways or sections of roadways in congested areas throughout the normal business day provides additional street space for moving traffic with little cost.

On two-way roadways or sections of roadways used to capacity in the morning and evening rush periods but not to the same extent during midday periods, it is many times advantageous to prohibit parking along the curb of the in-bound side in the morning and the out-bound side in the evening.

A regulation such as this placed into effect in the city of Newark several months ago along important radial roadways leading to the downtown district has proven most successful in expediting traffic flow.

Need for off-street parking facilities.—The stopping and parking of a motor vehicle is an integral part of motor-vehicle transportation and without such a privilege motor vehicles would be of little value to most of us. However, the courts have ruled from time to time that the primary purpose of streets is for passage and travel and when the parking privilege becomes so extensive that it interferes with reasonable and free passage, then it is necessary to curtail and, in extreme cases, even to abolish the privilege of parking motor vehicles upon the public highways.

Many roadways or portions of roadways in congested areas and business districts of communities in New Jersey have reached the place where permissible parking upon the public streets interferes with free passage of vehicular traffic. It is imperative, therefore, that convenient off-street parking facilities in these areas be provided.

The need for off-street parking facilities is becoming more or less generally recognized in New Jersey. Some communities have acquired off-street parking areas, making unnecessary the use of public roadways for storage purposes. A wider application of this program will permit more efficient roadway use.

SECONDARY-ROADWAY SYSTEM

In some sections of the State, the secondary-roadway system may be inadequate to accommodate present-day traffic volumes; generally, however, such roadways are not used to capacity or near capacity.

A campaign of education encouraging greater use of secondary roadways where available would to a large extent alleviate congestion on primary roads.

In most counties, secondary roadways are signed primarily for intracounty travel and through motorists driving across county lines are many times unable to determine their proper direction because of the lack of proper and adequate directional and destination signs designed for intercounty and cross-State travel. The proper and adequate signing of the secondary-roadway system of the State for intercounty and interstate travel would automatically encourage the use of these roadways by through traffic.

PUBLIC TRANSPORTATION

Where convenient service to and from industrial areas is now or can be provided by public transportation vehicles such as motorbusses, a more extended use of such vehicles by industrial workers, in lieu of the present practice of using personal vehicles, would relieve to some extent existing traffic congestion.

An illustration of the inefficiency from a street-use standpoint of the prevailing practice is rather forcibly indicated when the square feet of street space required per seated bus passenger is compared with the square feet of street space per passenger required when employees use private transportation facilities.

If the seating capacity of the average bus is considered to be 35 passengers, the amount of street space used per seated passenger is slightly less than 7 square feet, while slightly more than 40 square feet per passenger is required per private automobile, assuming an average of 2.8 passengers per car when used for transportation to industrial plants. The inclusion of standees in motorbusses would, of course, further increase the differential.

It is apparent, therefore, that the greater use of motorbusses in place of private vehicles for worker transportation, which have the same flexibility as a private motor vehicle, with the exception that they may be confined to a specific route, would greatly conserve street space.

Incidentally, too, more extended use of mass transportation vehicles would further the conservation of motor fuel.

For those plants where convenient public transportation facilities do not now exist or where such an arrangement would prove economically proper, chartered bus service would prove helpful. For example, chartered busses could be operated at specified times between the plant and previously agreed upon outlying points where workers might assemble via public transportation vehicles or the use of private cars. Such outlying points should naturally provide adequate off-street parking facilities for private cars, assuming a sufficient number of employees make use of their cars to arrive at such locations.

STAGGERING HOURS OF INDUSTRY

As previously stated, serious congestion now occurs at and adjacent to large industrial plants or industrial areas because of the more or less simultaneous dismissal of thousands of employees dispersing from a comparatively small area.

The adequate staggering of working hours both within a single plant, where possible, and particularly between plants within the same industrial area, would materially reduce peak-hour flows of traffic, spreading the existing comparatively short rush periods over a longer period of time, producing more efficient roadway use.

The results that may be obtained through the adoption of such a program of staggered hours would be similar to those obtained in Washington, D. C., through a system of staggered hours recently made effective in Government offices.

Preliminary, unofficial, comparative "before" and "after" surveys indicate a favorable leveling of the hourly load curve of all traffic throughout the business day. The studies further show improved operation of mass transportation vehicles—trolley cars and busses—including:

A reduction in the number of trolleys and busses in the rush period, resulting in a more uniform spread of these vehicles throughout the day, a more uniform passenger load curve, a larger number of total passengers carried despite the decrease in passenger volume during the peak 15-minute period, a reduction in the percentage of trips behind schedule, and a decrease in over-all trip time.

CONCLUSIONS

New Jersey's traffic problem has been an ever-increasing one, particularly in the densely populated and commercial and industrial areas of the State.

The recent increase in industrial activity because of the defense program has further intensified the traffic problem to an extent that in some areas of the State immediate relief is necessary.

Such relief can be had through improved highway facilities, including the reconstruction of existing roadways or the construction of new roadways where required. Unfortunately, however, it is not possible to immediately reconstruct or construct new roadways to the extent necessary.

The immediate solution may therefore be segregated into two categories: First, providing improved or new roadway facilities within financial means, and, second, the least costly of the two remedies, the promulgation and application of proper and adequate traffic control measures and traffic engineering principles that will expedite traffic with safety.

TESTIMONY OF JOHN GREEN, PRESIDENT, INDUSTRIAL UNION OF MARINE AND SHIPBUILDING WORKERS OF AMERICA

The CHAIRMAN. Our next witness is Mr. Green. Mr. Green, Congressman Curtis will interrogate you.

Mr. CURTIS. Will you give us your full name?

Mr. GREEN. John Green.

Mr. CURTIS. Where do you live, Mr. Green?

Mr. GREEN. Camden, N. J.

Mr CURTIS. What is your official position in the organization you represent?

Mr. GREEN. I am president of the Industrial Union of Marine & Shipbuilding Workers of America.

Mr. CURTIS. Affiliated with the C. I. O.?

Mr. GREEN. Yes; affiliated with the C. I. O.

Mr. CURTIS. How old are you?

Mr. GREEN. I am 44. I will be 45 my next birthday, the 15th of November.

Mr. CURTIS. How long have you served as president?

Mr. GREEN. Since 1934.

Mr. CURTIS. Is that a full-time job?

Mr. GREEN. Yes, sir.

Mr. CURTIS. What was your craft or occupation before then?

Mr. GREEN. Sheet-metal worker.

Mr. CURTIS. How long have you been a sheet-metal worker?

Mr. GREEN. I served my apprenticeship at ship-plating in the old country, and when I came here in 1923 I worked for a while as a ship-plater at Cramps, and when shipbuilding tapered off I went into the sheet-metal field and worked on airplanes and radios and experimental sheet-metal work.

Mr. CURTIS. You referred to the old country. What country was that?

Mr. GREEN. Scotland.

Mr. CURTIS. When did you take your citizenship papers?

Mr. GREEN. I took my first papers out on the 5th day of July 1923, the day after I landed in America.

Mr. CURTIS. And your final papers when?

Mr. GREEN. About 5 years and 2 months thereafter.

Mr. CURTIS. You have prepared a paper, and that will be received in our records in full.

(The paper referred to above is as follows:)

STATEMENT BY JOHN GREEN, PRESIDENT, INDUSTRIAL UNION OF MARINE AND SHIPBUILDING WORKERS OF AMERICA

Migration of workers, brought about by the present emergency, presents a number of serious problems which must be remedied in the immediate future to prevent them from impeding the national-defense effort.

The tremendous expansion of many industries engaged in manufacturing defense materials has caused thousands of workers to migrate from their home communities to those having defense industries. Already this has brought about a great concentration of these migratory workers in a comparatively small number of defense centers, and since very few, if any, of the various defense industries have as yet reached the peak of their expansion, this tendency can be expected to reach even greater proportions in the near future.

In the shipbuilding industry, with which I am most familiar, the greatest rise in employment will develop between now and the end of this year. From estimates by the Bureau of Labor Statistics, we find that 309,100 new workers will be required between March 1941 and September 1942 for the construction and repair of United States Government, British, and private vessels. Of this number, about 79 percent are expected to be hired within the next 6 months.

In our industry, unlike many others, the ratio of skilled craftsmen to semiskilled and unskilled men is very high. Almost half of the men in the industry are required to be qualified skilled mechanics. Shipbuilding communities cannot possibly supply their local shipyards with the necessary thousands of machinists, electricians, sheet-metal workers, pipefitters, and craftsmen of more than a dozen other trades required to build ships made necessary by the national-defense program. As a matter of fact, the labor market in some of these localities was practically drained of skilled workers as early as last January. The New York Shipbuilding Corporation at Camden, N. J., was hiring skilled workers outside of the Philadelphia-Camden area as early as July of last year.

EMPLOYMENT AT NEW YORK SHIPBUILDING

Let us take the New York Shipbuilding Corporation as typical of the industry and examine the available figures on employment at that shipyard. Their records of skilled workers hired in the period from July 1, 1940, to January 21, 1941, show that 90 percent were gainfully occupied in other industries, a small percentage of them coming from other shipyards. A few of them came from the W. P. A. rolls, and only 2 percent were recruited from the ranks of the unemployed. It can readily be seen that there are few, if any, unemployed skilled workers in shipbuilding communities at this time who can be used to build ships.

Most of the skilled men hired by the New York Shipbuilding Corporation were from New Jersey and Pennsylvania, but about 11 percent of those hired originated in other geographical locations, and you must remember that this was 6 months ago. These out-of-town workers came from the South, the Middle West, and the New England States. Together they represented 11 States, plus the District of Columbia and the Canal Zone.

It is to be regretted that similar figures are not available for the period between January and the present month. However, it can be safely assumed that the proportion of new workers brought into shipbuilding communities from other localities has increased tremendously since last January.

A larger number of semiskilled and unskilled workers, as compared with those of the required skilled classifications, have no doubt been recruited from the ranks of the unemployed, but in shipbuilding areas even these workers have been absorbed by the industry. Additional workers for the shipbuilding industry will, as in the case of the skilled men 6 months ago, have to be drawn from other industries and other communities. In the near future, then, the proportion of these men who will have originated outside of the areas in which they will be employed can be expected to equal that of migrating skilled workers.

INCREASES IN PHIADELPHIA-CAMDEN AREA

What will this great influx of workers mean to the various shipbuilding communities of our country? Let us take, for example, the Philadelphia-Camden area. The New York Shipbuilding Corporation is expected to almost double their present working force of 13,000 employees by the end of this year. The new

Cramp Shipbuilding Co. expects an increase of 5,000 workers, and the Philadelphia Navy Yard also will enlarge its working force. Literally thousands of new workers, the great majority of them married, will thus pour into this area bringing their families with them. This is no isolated instance selected purposely to prove a point. The same situation exists at Kearny, N. J., where the Federal Shipbuilding Co. expects to hire an additional 8,000 employees, and also at Bath, Maine, and Quincy, Mass. Actually, any of our shipbuilding communities could be cited as examples of this trend.

Getting back to the Philadelphia-Camden area, we find that this ever-increasing army of migrating workers, together with their families, will swell the population of this locality by as many as 100,000 persons. This brings us to the first, and probably most important, problem caused by defense migration.

HOUSING SHORTAGE IN SHIPBUILDING CENTERS

The gravity of the housing shortage in shipbuilding areas, where housing facilities even 2 years ago were inadequate and unsatisfactory, is daily becoming more and more acute with the rapid expansion of employment brought about by the defense shipbuilding program. This is a problem about which something must be done—and it must be done quickly and adequately—to insure the success of the national-defense effort in the field of shipbuilding.

Houses which were substandard and unsatisfactory even before the defense program now have to accommodate thousands of additional defense workers. Already there is talk of the residents of the communities opening their homes to these new workers, but this is only a temporary emergency measure, at best, and does not begin to solve the problem. Crowded houses, many of which are inferior to begin with, cannot possibly create the high morale and good health necessary for the efficient production of ships for our first line of defense. Any such arrangement, on the contrary, will end in a directly opposite result, creating a perfect environment for another flue epidemic, or worse, just as resulted from the same type of overcrowded, unhealthy, conditions in 1918 and subsequently.

In a few shipbuilding communities, where the Government has recognized the need for housing facilities, a start toward alleviation of the situation has been made. However, in Camden and Kearney, N. J., only hundreds of dwelling units are built when thousands are needed. In many other areas the shortage of housing facilities has not yet been acknowledged.

RELIANCE ON PRIVATE BUILDERS COSTLY

In a large measure this failure on the part of the Government to meet the existing need is due to its reliance upon private interests to provide the necessary additional housing for defense workers. Private interests, however, cannot, or will not, provide the urgently needed dwellings required by a continuously increasing, army of new workers into defense communities. In Bath, Maine, for example, where a large and important shipyard is located, real estate interests in the area have consistently opposed Government housing with the argument that private interests could very easily handle the situation. Their announced solution to the problem was to convert a number of idle antiquated shacks of world war vintage into dilapidated rooming houses where shipyards workers could reap the questionable benefits of out-houses, and of sleeping four or five to a room.

This is the type of solution to the housing shortage which we can expect to be offered by the real-estate speculators and rent profiteers. They are not so much interested in the success of the defense program as in renting or selling uninhabitable substandard properties at a nice profit. Such motives definitely should not be permitted to prevent the Government from providing decent living facilities for the workers who will build vital defense armament.

Another housing problem brought about by the expansion of industries engaged in the national defense program is that of providing facilities for the unmarried defense workers. Even in the areas where the Government has excepted the responsibility of solving the problem of housing, the needs of unmarried workers are being ignored completely. Provisions are being made only for married personnel.

RATIO OF SINGLE TO MARRIED MEN IN SHIPBUILDING INDUSTRY

Available employment records, which cover skilled workers only, indicates a ratio of single men to married men, hired in the shipbuilding industry, of approximately 1 to 5. However, this ratio should be higher among the semiskilled and unskilled workers since a much greater percentage of them will come from a generally lower age group and will have been accustomed to an income below that which is conducive to assuming the responsibilities of a family. Thousands of additional unmarried workers, therefore, can be expected to enter the shipbuilding industry and the various communities where shipyards are located.

Another problem of national defense migration, which is also important, is that of maintaining the morale and health of these new workers and their families, so that their efficiency will not be impaired. This problem is related, to a certain extent, to the problem of housing. The most difficult phase of it is not so much related to married workers as to those who are single. These men, in most cases, have severed their family ties and social acquaintances when they left their place of origin. They will have to find new friends and new social and recreational activities in a strange and seemingly unfriendly community. In their efforts to accustom themselves to their new environment many of them will drift aimlessly into barrooms, poolrooms, and bawdy houses, resulting in a rapid degeneration of morale and health. Witness the rapid increase in labor turnover rates in the shipbuilding industry. According to reports of the Bureau of Labor Statistics, labor turnover attributed to quits and discharges in January 1941 shows an increase of 440 percent over that of the same month 2 years ago. These activities, in addition to frequent wanderings into the red-light districts, can in no way contribute to the efficient production of ships, planes, munitions, and the thousands of other items which are vital to national defense.

To combat these obstacles to efficient production the Government should, wherever the situation exists, make every conceivable effort to provide ample housing facilities rather than just token provisions, equal to about 10 percent of the actual need, as has so far been the practice.

Housing facilities for defense workers, in order to adequately solve the problem, must be more than 4 walls with a roof overhead. They should conform to certain standards that will enable them to become homes, rather than just dwellings.

The shelter afforded defense workers must be adequate to their needs, well built, sanitary, and such as to develop a pattern of healthful living in pleasant surroundings with opportunity for the cultural development of the individual and the group.

The projects should be integrated with the communities in which they are erected, becoming a permanent and beneficial addition to the community. The rental structure must be such as to make occupancy within the reach of the workers for whom they are intended.

HOUSING AS IT AFFECTS MORALE

The difficulty of maintaining morale and health, in respect to married defense personnel, can be minimized considerably by the solution of the housing problem. However, the unmarried defense worker requires some form of club facilities, providing a number of social and recreational activities, in addition to housing.

Very few social or recreational programs conducted by private institutions are planned with a view toward enabling shift workers to participate. This should be overcome.

Cafeterias, gymnasiums, and other recreational facilities should be operated "round the clock" in defense centers where plants are on a three-shift basis. Proper outdoor recreational activities should be made available, and movies and other places of amusement should stay open during hours when men on the night shifts can go to see them.

A number of other smaller problems in connection with national defense migration may arise in the future, but if these that I have mentioned are properly taken care of, we will be well on our way to success in abolishing the most important barriers to efficiency in the national defense effort.

EXHIBIT A—UNION QUESTIONNAIRE ON HOUSING

INDUSTRIAL UNION OF MARINE AND SHIPBUILDING WORKERS OF AMERICA,
Camden, N. J., August 11, 1941.

HOUSE COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION,
House Office Building, Washington, D. C.

GENTLEMEN: This will acknowledge your letter of August 7. I have been unable to secure a copy of the original questionnaire referred to in my testimony before the committee in Trenton, N. J., on June 28, due to the fact that all the material gathered at that time was sent to the National Defense Advisory Commission or the Office of Production Management. However, we had a copy of the enclosed questionnaire which was sent subsequent to the passage of the Lanham Act which is very similar to the original, with the exception that the original was more detailed than the one enclosed.

Very truly yours,

JOHN GREEN, *President.*

(The enclosure referred to above is as follows:)

Are you interested in a new house?________________________________
What size? 3________ 4________ 5________ 6________rooms. Check one.)
How many in family? Adults________ Male________ Female________
Number of boys up to 5 years of age________________________________
Number of girls up to 5 years of age________________________________
Number of boys from 6 years of age to 16 years of age________________
Number of girls from 6 years of age to 16 years of age________________
Chief family supporter____
Weekly income $________________ Do you own a car?________________
Name ____
(Please print)
Address ____
(Street) (City and State)

TESTIMONY OF JOHN GREEN—Resumed

Mr. CURTIS. How much has employment increased in the Camden area in the last 2 years, according to your survey?

Mr. GREEN. In the last 2 years, over 100 percent in the New York Shipbuilding plant.

Mr. CURTIS. Will you put that in the number of men working?

Mr. GREEN. From about 5,500 to between 12,000 and 13,000.

Mr. CURTIS. Now, you are referring to the shipbuilding industry in the Camden area only?

Mr. GREEN. That is correct.

Mr. CURTIS. What company builds ships there?

Mr. GREEN. The New York Shipbuilding Co.

Mr. CURTIS. Have these workers come in from the immediate territory or have they been recruited from outside the Camden area?

Mr. GREEN. From both, insofar as the skilled workers are concerned. We have tried to recruit them from outside the Camden area in Pennsylvania, and some from the south and some from other industries in the northern part of the State.

Mr. CURTIS. Northern part of New Jersey?

Mr. GREEN. Yes.

Mr. CURTIS. What is the greatest distance that some of these people have come, of your own personal knowledge?

Mr. GREEN. Well, I would say, from the State of Virginia.

Mr. CURTIS. In those cases do they bring their families?

Mr. GREEN. Some do and some don't.

Mr. CURTIS. Do they seem to consider their work as temporary or do they come to stay?

Mr. **Green**. We have found that some come to stay, especially the groups that come from around the mining districts in Pennsylvania.

Mr. **Curtis**. Because of the let-up of the mines there?

Mr. **Green**. That is correct.

UNION SURVEY OF HOUSING IN NEW JERSEY

Mr. **Curtis**. Has your organization made any survey of the housing situation?

Mr. **Green**. We have.

Mr. **Curtis**. Will you tell us briefly what were the results of that investigation in the Camden area?

Mr. **Green**. Almost a year ago I supplied to a Congressional committee in Washington the data that we had at that time, which showed in the Camden area only 1,100 homes vacant, and I made a recommendation that a committee be set up to study rooming facilities for men, and we found out that those, too, were at the point of overcrowding.

We found that if the workers who would come into that area had to be taken care of, at least 2,500 new homes had to be built, and that was a very conservative estimate. The New York Ship, as I said, has doubled and will go up to about 22,000 in the next 6 or 7 months.

Mr. **Curtis**. That will be about four times as great as it was when you made your survey?

Mr. **Green**. Correct, sir; and up to the present time very little building has been done outside of 500 homes that are being put up in the Audubon section, which is just outside of Camden.

Mr. **Curtis**. Who put those up?

Mr. **Green**. The Federal Government.

Mr. **Curtis**. Where are the men living now?

Mr. **Green**. Some are living in the southern part, as far down as Atlantic City; some over in the northern part of Philadelphia; and others in the city of Camden—those who at present have rooms.

Mr. **Curtis**. They left their families behind?

Mr. **Green**. Families up-State in Pennsylvania—I am speaking mostly of men from Pennsylvania.

WILL NEED 1,000 MORE HOUSES IN CAMDEN AREA

Mr. **Curtis**. How many houses do you think they need now or will need when they reach full capacity?

Mr. **Green**. Well, we understand that they are going to build another 500, but over and above that I would say at least another 1,000.

Mr. **Curtis**. Now, when we get back to a peacetime status, are those houses going to be needed in that area?

Mr. **Green**. I would say, "Yes."

Mr. **Curtis**. What makes you think so?

Mr. **Green**. Well, let us take what happened during the last war, when they built what was known as the Fairview section. In that place at the present time you can't even buy a home. And it has been occupied all during the depression.

Mr. **Curtis**. When you made this survey, did you use some sort of questionnaire?

Mr. **Green**. Yes, sir.

Mr. **Curtis**. Have you incorporated that in your written statement?

Mr. **Green**. No, sir.

Mr. CURTIS. Do you have a copy with you?

Mr. GREEN. No; but I can supply it to the committee.

Mr. CURTIS. We should like to have you send it to the committee.[1]

Mr. CURTIS. What were some of the things you asked in that questionnaire?

Mr. GREEN. Well, questions such as: "What type of home do you have?" "Do you own it?" "Do you rent it?" "What are the facilities in the house?" "If you rent, do you do your own repairs?"

Mr. CURTIS. Now, was this conducted with the general public, or only with your members?

Mr. GREEN. With a committee or our own.

Mr. CURTIS. But whom did you inquire of? To whom did you submit the questions?

Mr. GREEN. To our own members.

HOMES IN DILAPIDATED CONDITION

Mr. CURTIS. What were some of the things that you found out in that survey?

Mr. GREEN. We found that quite a large section of the homes they were living in were in a dilapidated state and that they had to do their own repairs. In other words they didn't have modern facilities. Some had a bathroom, but that is about all.

Mr. CURTIS. What was the wage scale in the Camden shipyard at the time you made this survey?

Mr. GREEN. About 86 cents was the average per hour.

Mr. CURTIS. Were many of the men buying their own homes?

Mr. GREEN. Quite a few.

Mr. CURTIS. And some building?

Mr. GREEN. Not building—they were buying them.

Mr. CURTIS. Buying existing structures?

Mr. GREEN. That is right.

RENT INCREASES IN CAMDEN

Mr. CURTIS. Have there been any surveys made as to rent increases in the Camden area?

Mr. GREEN. We are in the process of doing that, and let me tell you there is plenty of rent increasing going on; and the reason we are going into this very thoroughly is the fact that our organization has been asked to go along with the stabilization program in the shipbuilding industry. Certain increases were recorded last year in the Camden area, and what I say of the Camden area is true in all the shipbuilding centers. A 7-percent increase in wages was granted last October, and a month thereafter our people were paying anywhere from 7- to 15-percent increase in the rents.

Again that information is in the hands of the Government officials. Even payments to the Home Owners' Loan Corporation were increased by an amount that exactly equalled the increase the ship workers were asked to pay on their rents.

Mr. CURTIS. You mean the houses owned by the Home Owners' Loan Corporation that they had taken over in foreclosures?

Mr. GREEN. That is correct.

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[1] See Exhibit A, p. 5742.

Mr. **Curtis.** How much did they increase their rents?

Mr. **Green.** Exactly 7 percent.

Mr. **Curtis.** Did you understand why that was?

Mr. **Green.** Yes. After we made a protest we finally received a communication through Mr. John Carmody's office, from some person in the Home Owners' Loan Corporation, stating that the normal rent for the structure was below par and that they felt 7 percent extra on the present rental structure was fair.

Mr. **Curtis.** Did you agree with them?

Mr. **Green.** Disagreed with them, positively.

Mr. **Curtis.** Why?

Mr. **Green.** Because the normal rents around that area were $25.

Mr. **Curtis.** And what was the Home Owners' Loan Corporation's increase?

Mr. **Green.** They raised theirs to $35 at least when they put the extra 7 percent on. But the other homes around there, the same type of structure, were renting for $25.

Mr. **Curtis.** And you feel they raised the rents because they felt they could get it?

Mr. **Green.** Exactly.

Mr. **Curtis.** In other words, human nature isn't any different in a Government agency than it is outside, is that right?

Mr. **Green.** It seems to work that way, no matter where you go.

Mr. **Curtis.** To have the Government do it doesn't mean it is going to be perfect or free from bias or corruption or anything like that?

Mr. **Green.** If that ever comes, you and I will never see it.

CONFUSION AMONG HOUSING AGENCIES

Mr. **Curtis.** Has there been any confusion in the housing program as between the various Government agencies—the Federal Housing and the Navy Division of Docks? Have you experienced any confusion because the programs of the various agencies, such as the United States Housing Authority and the Farm Security Administration, have not been coordinated in the Camden area?

Mr. **Green.** My personal opinion is that there are too many agencies. If this job has got to be done, it has got to be done by a two-fisted, hard-hitting son-of-a-gun to push it over, and not what we have now. Now, you go first to this agency, and you talk to them; then you go to the next fellow, and they have got a different slant on how this thing should be done, and there are no two ways about it. There is too much friction between one administration group and the other.

Mr. **Curtis.** Do you think there is a spirit of competition between them?

Mr. **Green.** I don't know whether it is a spirit of competition.

Mr. **Curtis.** Are they anxious to do the job, or are they willing to step out of the way and let the other agencies do it?

Mr. **Green.** Strange as it may seem, I disagreed with the coordinator on his handling of the whole emergency housing situation.

Mr. **Curtis.** That is Mr. Palmer?

Mr. **Green.** That is correct. And I feel that the Carmody section is the one that will do the job, but they are not allowed a free hand. It must be cleared through Palmer's office and Palmer is inclined to say: "Let private industry do the job."

But unfortunately private industry has not done the job.

Mr. **Curtis**. Is private industry retarded because of the announced policy that the Government was going to do it?

Mr. **Green**. I don't think so, sir. If private industry wanted to do it, they could get the money for it; but for some reason or other they will not go into it.

Now, there is a feeling in the Camden area that if private interests had gone into it they would have had security, but they just won't do it.

Mr. **Curtis**. For how long a time have the Federal agencies been dealing with the problem?

Mr. **Green**. Well, that goes back to the question of the whole housing proposition. I think it was around 1934 when it was started by the P. W. A.

Mr. **Curtis**. And representatives of the various housing authorities have been in the area looking the matter over?

Mr. **Green**. Yes; made surveys.

TWO PROJECTS BY FEDERAL HOUSING AGENCIES

Mr. **Curtis**. Have they started any projects?

Mr. **Green**. There are only two projects. One was by the Federal Works Administration, called Westfield Acres, which is now turned over as a low-cost-housing project; and secondly, a Negro project, which has just been completed, again under the United States Housing Authority.

Outside of that, the Federal Government has done no building other than this defense-housing project in Audubon, N. J.

Mr. **Curtis**. Have any tentative plans been made for others?

Mr. **Green**. Five hundred more, I understand, are to be added to the first 500 in Audubon.

Mr. **Curtis**. By whom?

Mr. **Green**. By the Federal Works Administration.

Mr. **Curtis**. On what basis do they build their houses?

Mr. **Green**. Practically on the same basis as any other group.

Mr. **Curtis**. I mean, how does the Federal Works Administration housing project differ from the United States Housing Authority, for instance?

Mr. **Green**. Oh, the United States Housing Authority is a subsidized housing project.

Mr. **Curtis**. Do they build by contract?

Mr. **Green**. I understand it is on the open-market contract.

Mr. **Curtis**. Do you favor that type of construction at this time?

Mr. **Green**. I certainly do.

Mr. **Curtis**. You think it is more rapid?

Mr. **Green**. Exactly, and it will serve its purpose.

Mr. **Curtis**. Who owns these houses? Are they sold or are they built and just held for renting purposes?

UNION HOUSING CO-OP

Mr. **Green**. Our group is trying to set up a mutual housing corporation.[1] The local committee is in the process of drafting a contract between the Federal Government and themselves, whereby over a period of years the corporation will ultimately be the owner of that project. The people themselves, through the corporation, will be buying their homes while paying rent. The rent structure is so broken down as to include interest, amortization, and such items.

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[1] See testimony of John M. Carmody, Washington hearings, July 19, 1941.

Mr. Curtis. In other words, some of your union members want to form a sort of cooperative?

Mr. Green. That is correct, sir.

Mr. Curtis. Will that cooperative deal in individual houses, or apartment houses where all the cooperators live?

Mr. Green. It will be individual houses in the project, but they won't be individually owned.

Mr. Curtis. Now, what advantage do you think that this cooperative would have over an individual buying a house?

Mr. Green. Well, it tends to bring out the cultural elements—education and a better spirit of community feeling. Where you place responsibility you always create a better understanding. We believe that through this plan we will educate the people as to how democracy operates. Democracy operates on responsibility.

Mr. Curtis. Well, what type of education will they receive by owning their own houses that they wouldn't receive by owning them individually?

Mr. Green. Well, that is hard to bring out. A lot of that will depend on the make-up of the individuals who go into this collective group.

I know it is a big job to break down the rugged individualism of wanting to own your own red brick and your own piece of land.

Mr. Curtis. You are opposed to that?

Mr. Green. I am not opposed to that, sir, but I say that there are certain people who think on the basis of cooperation, and here is a field I think that we ought to start just the same as we would for stores, cooperative stores, or what have you. The same field should be opened up in housing, where cultural facilities and educational facilities can be provided by the group; in other words, group education.[1]

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[1] The following letter was received subsequent to the hearing and, in accordance with instructions from the chairman, was made a part of the record:

Industrial Union of Marine and Shipbuilding Workers of America,

Camden, N. J., June 30, 1941.

Congressman John H. Tolan,
Chairman, House Committee Investigating National Defense Migration,
House Office Building, Washington, D. C.

My Dear Congressman: In my appearance before your committee in Trenton, N. J., on June 28, some question was raised by a member of your committee regarding "collectivism" in the defense housing projects. For the sake of the record, I would like to make my views clear on this aspect.

Under the "Camden plan" which our organization has devised in collaboration with the Federal Works Agency, it is not collectivism, but individualism which is stressed. The plan itself is devised to facilitate the individual family's obtaining decent, adequate shelter, which it has been unable to obtain otherwise because of the housing shortage aggravated by the defense program.

The defense-housing project such as Audubon Park where the Camden plan is first applied, is a planned community but it is not a collectivist community in any sense of the word. The individual family is free to conduct itself as it pleases in this community, restrained only by a proper regard for the rights of its neighbors. The community facilities provided by the project are those necessary in any well-planned housing development. They are the normal recreational facilities ordinarily provided by most urban communities in the normal course of events. No one can call a children's playground or a field for adult games collectivist.

On the other hand, freed from the claws of the rent gougers, removed from the cramped and depressing squalor of the slums into which they have been forced by the lack of private

Mr. Curtis. I don't quite understand or agree with the theory but I will not clutter up the record by asking further questions.

That is all, Mr. Chairman.

The Chairman. Thank you very much, Mr. Green.

Our next witness is Mayor Ganser.

TESTIMONY OF MAYOR ANDREW F. GANSER, OF AUDUBON, N. J.

The Chairman. Mayor Ganser, Mr. Arnold will interrogate you.

Mr. Arnold. Mr. Mayor, will you state your name and address for the record and your official title?

Mayor Ganser. Mayor of Audubon, N. J., and my name is Andrew F. Ganser.

Mr. Arnold. Your complaint, or should I say concern, is that the Federal Government has gone into your city of 9,000 and built these 561 defense units and added to your problems as a community?

Mayor Ganser. That is right.

Mr. Arnold. The statement you have submitted on this subject will be made a part of our record.

(The statement referred to above is as follows:)

STATEMENT BY MAYOR ANDREW F. GANSER OF AUDUBON, N. J.

Our population is 8,900; area, 1 square mile. This is a strictly residential suburban community, containing no industries of any kind.

The nearest public and private hospital facilities are at Camden, N. J., which is about 3 miles from our borough, and also at Philadelphia, Pa., about 7 miles west of us, across the Delaware River.

The area now occupied by the national defense housing project was purchased by private builders from private owners, and the builders had already prepared to erect about 400 homes, which were expected to sell at from $4,000 to $6,000. The Defense Housing Agency then stepped in and took over the land by condemnation, on which they have erected over 500 low-rent low-cost houses, with an average valuation of $3,000. On these housing units the housing agency has offered us a service fee of $65 per housing unit, based on a valuation of $1,800 per housing unit, while the tax income which would have been derived from the privately built and owned properties would have averaged over $100 per house, based on an average for the town at present of $3,000 assessment.

The present residents of this borough had provided certain community facilities, such as schools, sewerage disposal, and so forth, which were expected to take care of a normal growth for years to come.

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housing facilities, the morale of the defense worker will be greatly improved and will bring a direct benefit in efficiency to our defense program.

It is not collectivism to enable the defense worker to come home after a day of heavy toil in the shipyard to a clean, adequate, and happy home; to be able to sit upon his own lawn after dinner, instead of upon the stoop of his former slum home; to be able to putter about in his own little garden, instead of being forced to seek recreation in pool rooms and saloons.

The same holds true for the defense worker's wife and family. The defense-housing project will have a woman's club facilities where they may meet in sewing circles and various other little social groups to enjoy a richer life and all the wholesome benefits of neighborliness. Children will play on the playgrounds in a normal, healthful environment, instead of upon crowded city streets. This is not collectivism, but shaping their minds and their physical welfare into becoming good Americans.

I make these views known in the sincere belief that the charge of collectivism leveled against defense-housing projects is a shortsighted one based upon the prejudices encouraged by private groups which resent any activity by the Government which may impair their sacred right to charge exorbitant rentals, and profiteer upon the emergency needs of our Nation. I feel certain that an open evaluation of the defense-housing projects in which we are cooperating will prove beyond a doubt that the only "ism" they will promote is good Americanism.

In view of the possible misunderstandings which may have been created in my questioning before the committee, I would appreciate it if these views of mine were inserted in the record.

Very truly yours,

John Green, *President.*

The building by the housing agency of over 500 units at one time, and taking by condemnation the right to enter this disposal plant has taken up the entire margin of unused facilities. This will require the municipality to provide an extension of sewage-disposal plant to take care of any additional houses erected by private persons, which is being done rapidly throughout this section at present. There would be no way for our citizens to secure this additional sewer plant except by increasing its bonded indebtedness, thus placing an additional burden on the original residents.

Our schools are in a like position. We could take care of normal growth by adding a teacher now and then, without providing new buildings. However, by the erection of over 500 homes at one time, which will mean a large number of new pupils applying for admission next fall, you can readily see that our school facilities will be overtaxed, and if we crowd them into the present rooms it will mean a greater load and a lessening of practical education for the pupils.

We have in our schools at present about 8 empty rooms, and in addition a very old school building, practically condemned, containing 8 rooms. To put this old building in condition to be used for school purposes would require the expenditure of a large sum of money, including employment of a number of additional teachers to take care of the additional pupil load.

If these houses had been scattered throughout the town this problem would not have been so serious. Situated as these houses are in a community by themselves, they will require extra services of every kind.

Any community can handle a certain number of low-priced homes, but when 561 are erected at one time in a community such as ours, without any industries, you can readily see that it will be a heavy burden on the present taxpayers, who in years gone by have assumed the burden of bonded indebtedness to make our town what it is today.

I fail to see the fairness of placing in a small suburban home community such as ours a large number of homes which are expected to be permanent, and are not subject to taxation, unless and until they are sold to private owners. Such a project can more easily be absorbed by a large industrial city, with many industries from which taxes in large amounts can be secured, while in our community the tax income is almost exclusively from privately owned small homes, with a limited amount from a small retail trade section.

We feel that in building these houses to give defense workers low-cost, low-rent homes, the housing agency failed to take into consideration the fact that many of our residents are defense workers who own their own homes and pay taxes, and who will be compelled through payment of such taxes to help to provide community facilities to new residents at less than cost.

There must be some mistake in the minds of persons who believe that small suburban communities such as ours welcome these housing projects. This might be true if they paid their full share of the cost of maintaining the community and providing additional facilities to take care of normal growth made necesssary because of sudden erection of such a large number of houses. Unless such facilities are provided it means that normal growth will be prevented.

You have asked for suggestions for a solution of these problems. I believe the best solution would be for these housing projects to be set up as separate, self-governing, self-sustaining communities, purchasing what community services they require from surrounding municipalities, where possible. As this project is to be managed as a village, I see no reason why this could not have been done.

TESTIMONY OF MAYOR ANDREW F. GANSER—Resumed

Mr. Arnold. Is your story a complaint or a concern?

Mayor Ganser. Not exactly a complaint; but we feel that by adding 561 units to a small community such as Audubon, the facilities which the city has been building up for 25 or 30 years, such as schools, sewers, police, fire, and everything else, are overtaxed.

In the past 25 or 30 years Audubon has been a small community, and it went into debt to get these facilities; but the addition of these 561 homes at one time and all of one nature practically eliminates the effectiveness of all the facilities which we have built up.

The Chairman. What is your debt limitation?

Mayor GANSER. I don't know what the debt limitation is now.

Mr. OSMERS. What is the assessed valuation?

Mr. GANSER. $6,817,000.

The CHAIRMAN. And your debt is how much?

Mr. GANSER. Our debt now is $640,305 for schools.

The CHAIRMAN. Mr. Arnold.

Mr. ARNOLD. Are these units completed and occupied?

Mayor GANSER. They are being occupied now. I believe there will be 200 more families moving in in the course of the next week. I believe there are 50 or 60 families in the unit.

Mr. ARNOLD. You are about 3 miles from Camden?

Mayor GANSER. Approximately.

Mr. ARNOLD. And Philadelphia is——

Mayor GANSER. Just on the other side of the river.

Mr. ARNOLD. And these people who occupy these homes work in Camden or Philadelphia principally?

Mayor GANSER. Principally in the Camden area.

Mr. ARNOLD. Mostly in the shipbuilding concerns?

Mayor GANSER. I would say yes; but I understand this housing is supposed to be available for all defense workers. Those, of course. would include employees of R. C. A. or some of the other industries in the Camden metropolitan district.

Mr. ARNOLD. Do you have any complaint as to the type of houses they built there?

Mayor GANSER. No; except in this respect: We figured taking just one unit of homes valued at a certain figure would give us a taxable house of about $1,800, which is about the average of the homes in Audubon—average about $3,000.

Mr. ARNOLD. And you don't feel the Government has offered to make fair or adequate payment for each housing unit they have built? They have offered to pay $65 and you feel $100 is about right?

Mayor GANSER. That is what we figured. It would help our bonded indebtedness. We felt the people coming into the community ought to take it up the same as any other individuals building homes.

Mr. OSMERS. What are they going to give you, $65 a unit?

Mayor GANSER. I don't know what they are going to give us now. At the last conference we had we were offered so much for our sewers and other facilities, and they would be taken up as we came to them. We do not feel that Audubon citizens should pay additional taxes because of this housing project.

NO ROOM TO EXPAND PRIVATE BUILDING

Mr. ARNOLD. Now, as I understand it, your sewage-disposal plant will take care of this additional housing but doesn't leave you any room for expansion in private building.

Mayor GANSER. That is right.

Mr. ARNOLD. And you feel that the Federal Government should recompense you for that?

Mayor GANSER. We haven't asked for that. We only asked for the actual service charges, but that doesn't place us in a good position. If we do have a large building program we are going to have to build an additional sewer plant.

Mr. **Arnold**. Is there an inclination on the part of your real-estate people and others to build private homes?

Mayor **Ganser**. Yes, sir. At the present time we have 32 homes being started on the White Horse Pike, in addition to a small apartment building, which will give us about 54 additional homes, and which will be completed about October. There are also in the process of building about 20 other homes throughout the town.

Mr. **Arnold**. Have rents gone up in your city?

Mayor **Ganser**. That is hard for me to answer for the reason that Audubon in the last few years has decreased its taxes. If there were any increase in taxes I could see a reason for it, but there is no increase in taxes.

Mr. **Arnold**. Perhaps supply and demand are taking effect.

Mayor **Ganser**. That may be the only reason.

SCHOOLS FACE OVERCROWDING

Mr. **Arnold**. Will your schools take care of this additional load with the present physical facilities?

Mayor **Ganser**. Not without overcrowding. In my statement I said we had about 8 rooms and they are divided among our schools. Our school is about 3 miles from the project. The other is about, I would say, a mile and a half. And then we have a school building, which has practically been condemned, and which cannot be used unless it is fixed up.

Mr. **Arnold**. You will have to have some additional teachers also?

Mayor **Ganser**. Well, we can't arrive at any figure about how many children we are going to receive, but we figure a teacher for every 35 pupils, and that will mean a heavy load.

Mr. **Arnold**. Is that your present pupil load?

Mayor **Ganser**. The present is about 30.

Mr. **Arnold**. No one connected with the Federal Government has been in a position to make definite statements to you as to what he could do, because the legislation wasn't yet passed; but if the Federal Government steps in and takes care of its proportion of the load, then you will be satisfied, will you not?

Mayor **Ganser**. We want to do all we possibly can to help the project and the emergency.

Mr. **Arnold**. According to the burden of testimony that we have had, this won't be a permanent growth, but may leave you a ghost town in the future.

Mayor **Ganser**. That is our thought.

Mr. **Arnold**. The shipbuilding industry will probably continue after the emergency is over because so many merchant ships will have gone to the bottom, and they will have to be replaced. Facilities abroad will be more or less out of existence or damaged, and it is supposed that this country's shipbuilding facilities will continue after the emergency is over. In that case, will your homes be sold to private investors and continue to be occupied by them?

Mayor **Ganser**. Yes, sir.

Mr. **Arnold**. I have no further questions, Mr. Chairman.

The **Chairman**. Thank you very much, Mayor. We appreciate your coming here.

Our next witness is Col. Lawrence Westbrook.

TESTIMONY OF COL. LAWRENCE WESTBROOK, FEDERAL WORKS AGENCY, WASHINGTON, D. C.

The CHAIRMAN. Colonel Westbrook. Mr. Arnold will interrogate you.

Mr. ARNOLD. Colonel, will you state your name and official title?

Mr. WESTBROOK. Lawrence Westbrook, Special Assistant to the Administrator for the Federal Works Agency.

Mr. ARNOLD. And you are located where?

Mr. WESTBROOK. In Washington.

Mr. ARNOLD. Colonel, there has been some concern over this Audubon project, built in a community that has no factories. In your paper I noticed you have answered a good many of these objections to why the project was needed to be placed there. If you would summarize it for the committee I think that would be a fair way to approach the subject.

(The paper referred to above is as follows:)

STATEMENT BY LAWRENCE WESTBROOK, SPECIAL ASSISTANT TO THE ADMINISTRATOR, FEDERAL WORKS AGENCY

The defense-housing project to be constructed in Clark Township has been designed by Messrs. John T. Rowland, Gilmore Clarke, and Michael Rapuano, who are among the outstanding architects in the United States. There will be some single houses, some double, some threes and some fours, but the lay-out of the project and the design of the houses is such that it will present a much better appearance than if the houses were a group of small one-story cottages.

These houses are designed to fit the incomes earned by defense workers in that area. The best information available indicates that the income that these defense workers will have will be considerably above the average income of the present residents of the township. The housing itself should be proportionately better than the average of existing houses.

It is contemplated that the occupants of the houses in this project will be largely made up of permanent employees of industries now engaged in defense activities; that is to say, these occupants will be those employees which will be retained by the plants concerned after the cessation of the existing emergency.

It is recognized that the Federal Government will have to supplement existing municipal and educational facilities, and plans have been made with this in view. It is contemplated that funds for the construction of facilities other than those authorized under the Lanham Act will be made available under H. R. 4545, which has just passed Congress. Operating expenses will be largely obtained from rental revenue.

It has not been possible for representatives of this Agency to give citizens of Clark Township a guarantee of any specific sum that will be spent by the Federal Government for two reasons:

(1) That until the project is completed and actual requirements are known, the amount of money necessary to meet these requirements cannot be determined.

(2) Until the passage of H. R. 4545 and the setting up of the necessary administrative machinery to carry out its provisions, no one in the Federal Government has authority to make commitments to local municipalities

It is the policy of this Agency that the residents of any community in which a project of this nature is constructed will not be required to pay additional taxes by reason of the location in that community of the project concerned. This policy will be carried out within the limitations of funds provided by Congress, and it is believed that these funds will be ample to meet the situation fully.

MUNICIPAL SERVICES, AUDUBON PARK DEFENSE HOUSING PROJECT

It is expected that the additional municipal services required in the Borough of Audubon by reason of the location of this project within the borough limits will be paid for in full by the Federal Government during the period of the existing emergency. Occupants of these houses will contract to purchase them from the Government, and after the expiration of the existing emergency they, as citizens of the borough, will, of course, be subject to the same taxes as any other citizens. They will also be voters in the borough, and will in this capacity participate in the running of borough affairs.

With respect to the sewerage disposal plan which borough officials now claim cannot take care of the additional private building, it is desired to point out that the original plans of this agency contemplated the erection of a separate sewage disposal plant for the housing project. Attached hereto is a copy of letter from Mr. Burns Roensch, technical consultant of this agency, in which this situation is fully explained.

With respect to the school situation, a survey made before the site was selected indicated that if the residents of the project added the expected average of scholastic population, the school facilities within the borough would be adequite. Until the project is fully occupied and an actual scholastic census taken, it is impossible to know exactly what the requirements will be. If they should exceed the existing capacity within the borough, arrangements might be made with adjacent boroughs to take care of surpluses, or the Government might, under the provisions of H. R. 4545 recently passed by Congress, arrange to supplement the borough school facilities. In any event, it is not proposed that the present residents of the borough should have to pay any additional taxes to take care of this situation.

SUBSIDIZED "FEDERAL ISLANDS" NOT WANTED

It has been contended that the Federal Government should have located these projects in large industrial cities where taxes accrue from industries which might be utilized to pay for additional municipal services required. This contention is sound only to the degree that satisfactory sites might be available in such cities and accessible to the defense industries in which the occupants of the projects should work. An exhaustive survey was made of sites within the city of Camden for this project and none was found which in the judgment of this agency was adequate for the required purposes.

It has also been contended that these projects should be set up as separate, self-governing communities isolated from existing communities. It is believed that such a procedure would be contrary to public policy and deprive the defense workers of the rights of citizenship to which they are entitled. Obviously such small units of municipal government could not operate economically, and they would become artificial, heavily subsidized Federal "islands," very difficult to assimilate.

There is no reason whatever for the citizens of the borough of Audubon to think that they would be assessed with additional taxes by reason of this location of the defense-housing project. On the contrary, it is believed that the spreading out of the total burden will have the effect of lessening the per capita cost of government within the borough.

Negotiations will be conducted with borough officials on a factual basis to determine the cost of additional service required and it is hoped that satisfactory arrangements can be arrived at.

(The letter referred to above, from Mr. Roensch, is as follows:)

EXHIBIT A

JUNE 19, 1941.

Col. LAWRENCE WESTBROOK,
Special Assistant to the Administrator,
Federal Works Agency, Washington, D. C.

DEAR COLONEL WESTBROOK: I would like to review for you briefly the matter of the sewage disposal for Audubon Village, Audubon, N. J.

Serving in the capacity of your technical consultant, I made every effort to develop a disposal plant to serve this particular project in the early stages of development and reviewed this in detail with Mr. Marshall Hammon, borough engineer for Audubon, N. J., who was also retained by the Federal Works Administrator as his engineer. Mr. Hammon was most emphatic in his opinion that it would be a mistake for a separate plant to be set up for this service because the capacity of the borough plant was substantially more than this additional number of dwelling units would demand.

Mr. Hammon and I abandoned all idea of a separate disposal plant and went to work to get approval of our distribution system based on the connection with the borough sewer lines. He and I went to Trenton on several occasions and discussed this matter with the State board of health. They told us that they would investigate the situation and issue their approval for the system Mr. Hammon had designed based on connection with the borough disposal plant if their investigation showed adequate capacity in the borough plant. Mr. Hammon assured them in our discussion that the borough plant was substantially more than adequate for the additional load that this would impose. A short time after this discussion the State board of health issued the permit to the Federal Works Administrator to proceed with the work which we felt was absolute evidence of the adequacy of the borough plant.

In brief, we planned originally on a separate plant and before this was abandoned we completely satisfied ourselves that the best interests of the project would be served by connecting with the borough sewer system and that such would in no way tax the capacity of that plant.

Very truly yours,

[SEAL]

BURNS ROENSCH,
Technical Consultant.

Subscribed and sworn to this 19th day of June 1941.

CORAL W. CALHOUN, *Notary Public.*

TESTIMONY OF COL. LAWRENCE WESTBROOK—Resumed

Mr. WESTBROOK. In New Jersey generally we have quite a serious problem because most of the desirable residential areas are in political subdivisions in which there are no factories. I think that is rather a general situation. And if we select a desirable site for permanent occupancy, we are almost compelled to get outside of the taxing jurisdiction of these large industries.

It is somewhat comparable to the Army situation. The military comes in and takes over a lot of property and thereby takes it out of taxation. Of course, that reduces the revenue of the community concerned and increases the burden.

In our situation, however, these people will become citizens of the community and eventually will become taxpayers, so we think perhaps in the long run the addition of these projects to these communities will have the effect of actually reducing the over-all expenses, because there will be more people to bear those expenses.

Mr. ARNOLD. Then you feel that the communities have no real complaint on financial grounds since your agency has assured them that the Federal Government will undoubtedly meet the additional service charges?

Mr. WESTBROOK. I don't see why they should have, and I don't believe they will. The people are now moving into that particular project, and I hope and feel sure that we shall be able to work out with the authorities the proper payment to them for the services that are required.

Mr. ARNOLD. Up to this time you haven't been in a position to tell them definitely what you could do?

NO ASSURANCE AS TO IN-LIEU-OF-TAXES PAYMENT

Mr. WESTBROOK. No; we couldn't for the reason that the administrative machinery is now in the course of being set up to put that into operation, and we couldn't give them any definite assurances as to the amount of money that the Government would pay in lieu of taxes because we didn't know what we had and, furthermore, we didn't know what the cost would be. We had an estimate from the borough solicitor which he forwarded after our request, which we find is very much out of line. It represented an estimate of $150,000 a year for 500 dwellings and we reduced that to the tax rate and we found that on the average valuation applied there, that would have represented a tax rate of $16.46 a hundred that the borough solicitor thought we ought to pay on this property. But I hope we can get those things ironed out and I believe we can.

Mr. Arnold. You made a survey with respect to the school situation before placing this project there?

Mr. Westbrook. Yes, sir.

Mr. Arnold. You felt the school facilities within the borough would be adequate?

Mr. Westbrook. That is right, and since the families are moving in, we find they don't have nearly so many children as the average expectancy. I don't think we are going to have serious difficulty with respect to schools in that place, although we will in others.

Mr. Arnold. I believe you made an exhaustive survey in Camden for a site and couldn't locate one?

Mr. Westbrook. That is correct.

Mr. Arnold. Some of these communities are saying you should set up a separate community out in the open country. What is your objection to that?

Mr. Westbrook. Well, we feel that these people are citizens of the State in which they work; that it would be bad policy and bad public relations to set up a Federal island in one part of the State. We feel they should be assimilated in the general population of the community in which they live; they should have the free exercise of their rights of voting and taking their place as citizens of the community where they are; and also, of course, it would cost a good deal more money to run a small community than a large one. It would not be economical.

PROJECT IN CLARK TOWNSHIP

Mr. Arnold. Where is Clark Township located?

Mr. Westbrook. That is in northern New Jersey, not far from Elizabeth.

Mr. Arnold. Have you started a project there?

Mr. Westbrook. We have just started it.

Mr. Arnold. Is that within an incorporated town?

Mr. Westbrook. Yes, sir.

Mr. Arnold. What town?

Mr. Westbrook. Partly in Clark Township and partly in Linden. However, there is a move on foot, which I think will be consummated, that will bring it entirely within Clark Township.

Mr. Arnold. Is there the same concern there over these added houses?

Mr. Westbrook. Yes; and they have serious school difficulties there that are going to make it necessary for the Federal Government to construct some facilities. We understand that.

Mr. **Arnold.** Well, then, all in all, your agency realizes that the Federal Government must shoulder its fair proportion of these added expenditures because of these projects, just as it must pay for the cost of producing defense materials?

Mr. **Westbrook.** Yes, sir.

Mr. **Arnold.** And after it is all done, you feel there will be no cause for dissatisfaction?

Mr. **Westbrook.** I don't think so.

Mr. **Arnold.** You are going to try to do the right thing by these communities?

Mr. **Westbrook.** Yes, sir; I would say, as far as my administrative responsibility is concerned—and it is complete with respect to the Audubon project and the Clark Township project—that the citizens of those communities will not have to pay out any additional money for taxes by reason of the location of these projects there.[1]

Mr. **Arnold.** To sum up your paper, would you say that this is an emergency defense situation and defense housing has to be built regardless of whether or not it changes the social or political character of some sequestered New Jersey community?

Mr. **Westbrook.** Yes, sir; and we feel in selecting our sites, especially where it is expected that the workers will continue to live, that we should select as attractive and desirable communities as possible.

Mr. **Arnold.** That is all, Mr. Chairman.

The **Chairman.** Thank you very much, Colonel Westbrook.

Dr. Lamb, was there a question you wanted to ask Mayor Ganser?

TESTIMONY OF MAYOR ANDREW F. GANSER, OF AUDUBON, N. J.—Resumed

Dr. **Lamb.** I wanted to ask one question. Mayor Ganser mentioned 32 units on White Horse Road.

Mayor **Ganser.** Thirty-two homes on White Horse Road and an apartment house that will run about 16 apartments.

Dr. **Lamb.** Plus the homes?

Mayor **Ganser.** Yes; making about 56 new homes altogether.

Dr. **Lamb.** What will the homes sell for?

Mayor **Ganser.** $4,650.

Dr. **Lamb.** And the apartments? What would they rent for?

Mayor **Ganser.** I can't tell you, but I judge around $40.

Dr. **Lamb.** That is all, Mr. Chairman.

The **Chairman.** Thank you very much.

Miss Dyckman and Mrs. Simmons, you are slated to appear later in the day, but we have a rather heavy schedule and if you don't mind, I think we will call you two ladies now.

TESTIMONY OF MARY L. DYCKMAN, VICE PRESIDENT AND CHAIRMAN, CHILD LABOR COMMITTEE, CONSUMERS LEAGUE OF NEW JERSEY, AND HELENA H. SIMMONS, EXECUTIVE SECRETARY, CONSUMERS LEAGUE OF NEW JERSEY

The **Chairman.** Congressman Curtis will interrogate you.

Mr. **Curtis.** Miss Dyckman, will you give your full name?

Miss **Dyckman.** Mary L. Dyckman, vice-president and chairman of the child labor committee, Consumers League of New Jersey.

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[1] See Exhibit 8, p. 5810.

Mr. CURTIS. What is the Consumers League?

Miss DYCKMAN. Consumers League is a civic organization, supported by dues and membership contributions, which is interested in living conditions of workers in New Jersey.

We sponsor legislation when we think it is necessary to alter working and living conditions.

Mr. CURTIS. Who constitutes most of your membership, the housewives of New Jersey?

Miss DYCKMAN. Both men and women. It is a very varied membership. Mostly individuals, but some organizations.

Mrs. SIMMONS. It is a completely lay group. We take no contributions from interested persons, never do.

Mr. CURTIS. Do quite a number of social workers belong to your organization?

Miss DYCKMAN. Some, not a great many. I happen to be a retired social worker myself.

Mr. CURTIS. And you represent the child-labor committee of that league?

Miss DYCKMAN. Yes.

Mr. CURTIS. And your full name, Mrs. Simmons?

Mrs. SIMMONS. Mrs. Helena H. Simmons, executive secretary of the Consumers League of New Jersey.

Mr. CURTIS. And your address?

Mrs. SIMMONS. 902 Salem Avenue, Hillside, N. J.

Mr. CURTIS. Miss Dyckman, I don't believe we have your address.

Miss DYCKMAN. 596 Berkeley Avenue, Orange, N. J.

Mr. CURTIS. You have offered a paper that will be printed in full in our report. In a moment's time I would like for you to mention some of the high lights of that paper, summarize it briefly for us.

(The paper referred to above is as follows:)

STATEMENT BY MARY L. DYCKMAN, VICE PRESIDENT AND CHAIRMAN OF COMMITTEE ON CHILD LABOR OF THE CONSUMERS' LEAGUE OF NEW JERSEY

The Consumers' League is a voluntary organization of people who are concerned about the way the things we consume are produced and the working and living conditions of the workers who produce them. We sponsor the kind of labor legislation that seems desirable from the consumer's point of view, and the regulation of child labor has been one of the league's major interests throughout its 41 years of existence.

As far back as our records go migrant labor, including a great deal of child labor, has been used to supply the extra help needed during the harvest season in New Jersey truck and berry farming, a season which extends from April, with the earliest asparagus, right through the summer and well into October for late cranberries. The district where this branch of agriculture is found spreads out fan-wise east and south of Philadelphia on the New Jersey side of the Delaware, and when we first began to study it, the practice of importing migrant labor from Philadelphia for harvesting was well established. These Philadelphians were always the type of migrants who came to New Jersey because they were hired to do so. They do work that is essential to the prosperity of agriculture and which the growers have always contended could not be done as well by local labor. And yet it has always been the custom to exclude these useful farm laborers and their families from sharing the benefits of important community services, such as public schools, health and welfare services, and up to a year ago there was no penalty in the New Jersey law for using their children's labor during school hours, though that had been prohibited by the law for all other children of school age in the State for many years.

Before discussing these conditions further I want to make it clear that the use of migrant labor and the practice of excluding farm laborers and their families from the use of the public schools and other community services is not characteristic of New Jersey agriculture as a whole. It seems to be peculiar to truck farming and potato and berry growing.

MIGRANTS FROM PHILADELPHIA AND THE SOUTH

As you heard from previous witnesses, there are two distinct groups of migrants who are hired to come here for harvesting; those from Philadelphia and vicinity, mostly white families of Italian origin, who migrate only a short distance from their winter homes, and the southern Negro potato pickers, who follow that crop very long distances, many of them coming all the way from Florida. Their numbers vary, but it is estimated that around 9,000 migrants in all are brought to New Jersey annually for harvesting. Something like 6,000 come in family groups from Philadelphia and vicinity, and the rest are the Negro groups. We know the Philadelphia group best because we have been trying for years to get our child-labor law extended to cover migrant children, and child labor has been a much more serious problem in that group.

Our first study of them was published in 1905, and similar studies have been made repeatedly since then, but so little progress has been made in finding a solution for their problem, that many of the conditions described in our study of 36 years ago sound very much like the evidence you heard from witnesses who appeared before this committee a year ago. It tells among other things of bad sanitary conditions in some of the temporary migrant labor camps, with typhoid in one place, and of the still common abuses of the interstate labor contracting system. Child labor was of course much more common everywhere than it is now, but even for those days it seems to have been particularly bad among these migrants. This particular study was undertaken on account of complaints from Pennsylvania that Philadelphia children were being encouraged to stay out of schools by New Jersey employers, who were using them during school hours.

As time went on more and more people became disturbed about these children, complaints continued to come in from Pennsylvania about their losing so much school time, and finally in 1930 the New Jersey Legislature appointed a commission to study the problem officially. This commission found that the children were losing weeks of school time in spring or fall, or both, because of being employed with their parents in this State where school facilities were rarely provided for them. Some lost as much as 4 months, but the average was about 2 months out of the school year, and this loss they found was reflected in the children's progress in school to such an extent that there was more than twice as much retardation among the migrant children as among the nonmigrants with whom they were compared.

SCHOOLS FOR MIGRANT CHILDREN URGED

The commission advised that "the State of New Jersey is under obligation to make good the loss of education suffered by children who work in an essential New Jersey industry, which is agriculture," and they recommended specifically that schools be provided for them, that these children be covered by child-labor and school-attendance law regulations, and that a housing and sanitary code be adopted for the camps where they were housed.

The commission's findings about retardation of migrants as compared to nonmigrants was confirmed again only 3 years ago in a study made by the National Child Labor Committee, in which they again compared the official school records and again found the average amount of retardation about twice as bad among the migrants. I mention this particularly because I read in your report that you had heard a story which has been going around New Jersey that there was another study which challenged some of the commission's findings and actually proved that the migrant children not only do just as well but even better than the nonmigrant children who have not shared in the educational advantages of migrant life! I have been at some trouble to look up the source of this story, and as far as I can learn no one ever proved anything of the kind. The other study referred to is, apparently, one to which some cranberry growers contributed, that was made by a college student 11 years ago. She was able to prove that some migrant children of Italian origin do better than some nonmigrants, but that is all she did prove on that point. She did not even attempt to study the whole situation, and included less than 1 percent of the total number of migrant and nonmigrant children of Italian origin enrolled in the Philadelphia schools that year in her comparison (327 of a total of over 45,000). This, of course, was too small a sample to prove anything about the whole group.

There is one piece of information in the appendix of that student's report which I think it would be helpful to add to your records. It is a letter from Prof. Daniel A. Prescott, then assistant professor of education at Rutgers University, telling the results of mental tests which he had given to the cranberry pickers' children she was studying, who were in the migrant camp at Whitesbog, one of our biggest cranberry bogs, in the summer of 1930. Although it is 11 years old, it is the most revealing comment I have seen on the way migrant children's irregular school attendance may interfere with their mastering so important a subject as the mechanics of reading. (See Exhibit A, next page.)

Meanwhile, the State commission filed its final report in 1932 with an estimate that $50,000 would be needed to provide the special schools they recommended for the migrant children, and it never went beyond that point. The depression was very bad, there was uncertainty about where the money could be found to support schools already in existence, and little enthusiasm for assuming additional burdens.

CHILD-LABOR LAW

Two years ago a group of interested people decided to try again, this time for the more limited objective of a child-labor law which would include the migrant children in agriculture, without asking the State to go to the extent of providing special schools for them. We found widespread agreement with the suggestion that we could and should at least put a stop to the practice of encouraging Pennsylvania children to disobey the school laws of their home State by permitting them to be brought to New Jersey to work during school hours, and that is, I think, one of the most important things accomplished by the enactment of 1940 child-labor law. The regulations for migrants are quite simple, and based largely on the advice and suggestions of farm organizations, whose advice was sought in the drafting of the law. It provides that no child, migrant or resident, may work as a farm laborer away from home until he is at least 12 years old, and has secured a work-permit card from the local school authorities, showing that they think he can do such work without injury to his health or interfering with his school progress. Children between 12 and 16 may be employed up to 10 hours a day in vacations and outside of school hours, but not during school hours, or, as in the case of migrants, when the laws of their home States require them to be in school. This last provision matches a similar provision in the Pennsylvania law and was put in by both States to make possible interstate cooperation in enforcing their school laws. Before these laws were enacted both States had long prohibited child labor for their own children during school hours, but there was no penalty in New Jersey for employing Pennsylvania children or in Pennsylvania for employing New Jersey children in school hours, and thousands of children were kept out of school by employers who arranged to have them transported across the State boundary into the adjoining State, where their home State school attendance officers could not follow them to see that they went to school. It not only interfered most seriously with the children's education but encouraged them to practice law evasion from their earliest years, and was a sore point between these two States until an interstate conference was held at which this plan was evolved to put a stop to it.

BAD CONDITIONS PERSIST

That is as far as we have progressed to date. We still have almost no schools that migrants may attend, no method of regulating the sanitary and health conditions in migrant-labor camps, and no means of regulating the abuses of the interstate contract labor system, though all these problems seem to be getting an unusual amount of study this year; the question of schooling for migrants is a particularly difficult one in this State, because they have been coming here in such numbers that it has not appeared practical to attempt to take care of them in our existing schools, and when we consider setting up special schools for them, as the commission did, for children who are in the State for only a few weeks spring and fall, the cost is a tremendous obstacle. One reason we decided to postpone making plans for schooling is that it seems possible that the child-labor law will discourage the migration of children of school age to some extent.

We understand that when a similar law went into effect in Philadelphia the number of school children whom the adult migrants brought with them fell off considerably, and if that happens here, as already it seems to be happening, it would make the problem of providing schools for those who do come away very much easier to deal with in New Jersey.

In studying this and all other problems of migrant labor, we are finding the reports of this committee a mine of useful information.

Exhibit A.—Report of Mental Tests

(Following is the letter referred to in the foregoing statement, from Dr. Daniel A. Prescott, associate professor of education at Rutgers University, reporting the results of mental tests given to migrant children at Whitesbog during the summer of 1930:)

Rutgers University,
New Brunswick, N. J., August 18, 1930.

My Dear Miss Fair: Enclosed are the data resulting from the tests that we gave to your children at Whitesbog. You will see that the young children understand English so poorly that we were able to get practically nothing of value from them and the test will, therefore, be of no use in helping you to plan the school work for specific individuals. This very fact is significant, however, because it shows: First, that the children will be able to profit very little from formal instruction and should instead be taught through story and activity; second, that such formal instruction as is given should be of a very elementary type designed to increase their reading ability and their knowledge of the English language.

Test results for the older children reveal some very interesting facts. The I. Q. range is from 70 to 117 with a number of children scoring zero. Psychologically those scoring below 75 would be classed definitely as feeble-minded children, while those scoring from 80 to 90 would be classed on the border line as dull, and those between 90 and 100 as below normal. The greater part of the group falls into this latter class as you can see. It is my feeling, however, that the lack of school experience and a language handicap have prevented these children from showing their true ability, and that the median I. Q. instead of being 95 as these test results show is much nearer the 100 mark of average American children. I have data from Italian children in other communities which would support this contention.

The test results also show that the children are definitely being penalized by their lack of regular school attendance. Every child except two reads with less comprehension than is to be expected from his mental age, and when one remembers that the mental ages as revealed by the tests are probably too low, the retardation in reading appears more serious still. Since reading is a tool subject so necessary for the mastery of other school subjects, it is apparent how serious it must be for 10-, 11-, 12-, and 13-year-old children to be able to do only second- and third-grade reading.

It is noticeable that the children almost all stand higher in arithmetic than in reading. This is doubtless due to the necessity of knowing arithmetic in their daily living and the skill which they showed is an indication that the English tests have perhaps rated them too low. Despite this, however, many of the children in arithmetic skill are far below what their mental ages would justify us in expecting of them, and here again we see that they are seriously penalized by their irregular school attendance and lack of interest. I wish that there was some way by which you could encourage the older children to do a little reading in the evening, but I can see that it would be extremely difficult. Almost any kind of light fiction material would be acceptable as a starter to get their interest because what they need is a lot of practice in reading to fix the fundamental mechanical habits. Lacking these, never in their lives will they ever turn to reading as an avocation or as a source of information, and many of these children have only from 1 to 3 years left in which to master these mechanical habits. Frankly, the tests show that the children are seriously retarded in both reading and arithmetic not only in relation to the average American children, but in relation to their own mental abilities.

Very truly yours,

Daniel A. Prescott,
Associate Professor of Education.

EXHIBIT B.—MEMORANDUM REGARDING SENATE BILL 298[1]

BY CONSUMERS' LEAGUE OF NEW JERSEY

This bill proposes to authorize the commissioner of labor to suspend certain safeguards against harmful employment of children in any locality in the State where an emergency is discovered in agriculture.

The Consumers' League considers this bill undesirable for several reasons. First, it promises to create an unnecessary difficult and costly administrative problem by permitting different rules to be applied to some communities than to others. These rules, being temporary, could never be counted on to remain the same for any length of time and the result would be a collection of varying administrative orders making it practically impossible for anyone concerned to know what rules they were expected to comply with without an army of Labor Department inspectors to interpret them.

We consider that the existing agriculural regulations are fair, moderate, and necessary to protect the interest of the children involved. We know they were considered necessary by an overwhelming majority of last year's legislature and we think it would be very desirable to wait and see how they work before crippling amendments are made. But if changes are to be made we earnestly request that the legislature take time to make sure that they are practical from an administrative point of view which we do not think would be the case if Senate bill 298 became law.

The existing regulations which such an amendment would affect are quite simple. School children between 12 and 16 in reasonably good health may be employed in agriculture 10 hours a day at any time when the school laws do not require their attendance at school. Even these limitations apply only to work done away from home—not to home chores which it was not considered necessary to restrict at all except that they may not be allowed to interfere with school attendance. To make these regulatins effective the school authorities are made responsible for issuing agricultural work permits, valid for 6 months, to any child who may be legally employed, so all the grower needs to do is to receive these cards from children under 16 when he employs them and give them back when the children go on to the next job.

Farmers, like all other employers, are forbidden to employ children during school hours, and there is a clause to prevent encouraging children from other States in law evasion by prohibiting their employment in New Jersey when the laws of their home State require them to be in school. This is matched by a similar clause in the Pennsylvania law, thus making possible interstate cooperation in enforcing school attendance. Before these laws were enacted, there was no penalty in either State for encouraging law evasion in children from other States by importing child laborers across a State line to work them under conditions not permitted for resident children in either New Jersey or Pennsylvania.

ATTACK ON THREE CHILD-LABOR REGULATIONS

Senate bill 298 would permit suspension of three important regulations:

1. Prohibiting work of children under 16 years during school hours.
2. Prohibiting employment of nonresidents under conditions that encourage them to evade the laws of their own States.
3. Requiring that children under 16 employed in agriculture secure work permits.

To suspend the law making it illegal to employ children during school hours would bring the child-labor law and the school-attendance law into conflict, and might make the latter unenforceable and seriously disturb some of the public schools. The courts could hardly be expected to punish a child for violating the school attendance law if employers might encourage him to do so with impunity.

We believe that any relaxation of child labor standards is unjustifiable, especially since the number of unskilled adult laborers seeking employment is still large and many of them might do the work the farmers require. While making studies of agricultural labor conditions prior to recommending the present child labor law to last year's legislature, members of the New Jersey

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[1] Public hearing on Senate bill 298 was held May 6, 1941, at Trenton before Assemblyman Samuel S. Ferster, chairman of the State Assembly Committee on Labor. A copy of the report of this hearing was submitted by Miss Dyckman, and is held in committee files.

Consumers' League and other interested agencies visited the areas where child labor existed and consulted scores of farmers and farm organizations all over the State. The regulations in the present law are based upon their advice and suggestions.

In addition we observed certain difficulties that affect the availability of the labor supply. These could not be dealt with in a child labor law but we believe they deserve consideration. It was found that the seasonal labor turnover is high and this apparently is due, in part at least, to the fact that seasonal workers found living conditions offered them in New Jersey so undesirable that many, particularly the more intelligent members of the group, would not want to come back here if they could find other work. Although some growers have provided decent migrant labor camps and have apparently had a lower than average labor turn-over, they suffer from the bad reputation New Jersey has with seasonal workers as a whole because of the very bad housing provided by some growers. On these less desirable farms migrants were herded in abandoned chicken houses and other unused buildings unfit for human habitation. Overcrowding was worse than in the poorest slums of Philadelphia; facilities for cleanliness and sanitation conspicuous by their absence.

But one of the most serious deterrents to self-respecting workers appears to be the fact that, although the harvesting for which they are needed extends well into the school year—from the earliest asparagus in the spring through cranberries in the fall—New Jersey makes no provision for their children's education. When the children try to attend school, they are often refused admission. The inference is that seasonal farm workers' children are not good enough to attend New Jersey schools. Even the humblest parent resents this.

FAMILIES WITH LOW STANDARDS

The combined effect of wretched housing and lack of school facilities is that families with the lowest living standards, who don't mind living in filth or care whether their children go to school, are being brought into this State while the more desirable kind apparently refuse to come. More than 10 years ago the situation was so serious that the legislature appointed a migratory child labor commission to study it and make recommendations. They made a most constructive report but thus far none of their recommendations has been put into effect except the agricultural provisions of the child labor law which it is now proposed shall be suspended before we even have a chance to see how they work.

Most growers agree that child labor is inefficient and they would prefer to have all adult labor, if the adults would come without the children. It was hoped that, as a result of the new child labor law, Philadelphia families would find it possible to leave their children at home with friends or relatives until completion of the school year. But if, as some growers seem to feel, these workers will not come to New Jersey in sufficient numbers unless they can bring their children, would it not seem reasonable for the State to consider providing school facilities for them?

The New Jersey Migratory Child Labor Commission reported in 1932, after examining the Pennsylvania school records, that as a result of coming to New Jersey migrant children had great difficulty in keeping up with their classes. More than 60 percent were seriously retarded and the group as a whole showed about twice as much retardation as is found among children who do not migrate. It stated:

"The commission believes that the State of New Jersey is under obligations to make good the loss in education suffered by children who work in an essential New Jersey industry, that is agriculture. The heads of migrant families share this view."

If a sufficient number of farm workers are unwilling to come to New Jersey unless schools and decent housing are provided, would it not be of interest to the State, and especially the agricultural industry, to see that the workers' children are not discriminated against in the matter of education and that the housing offered them conforms with moderate minimum standards of decency? Would that not be a more constructive approach to the farm-labor problem than allowing employment of children during school hours?

TESTIMONY OF MISS DYCKMAN AND MRS. SIMMONS—Resumed

Miss Dyckman. I gave you in the paper the background of this agricultural migration as we know it, especially the group that migrates between Philadelphia and New Jersey, whom we know particularly because we have been trying for years to get State legislation to cover those children in our child labor law.

We just succeeded in doing it this last year after some 35 years of effort.

We know that particular group of migrants through a series of studies beginning as far back as 1905. One of the outstanding facts of the situation is that there has been so little change in their circumstances in that period.

The reports of our early studies in 1905 show bad living conditions for those people. There have been improvements made by some growers, but still there is no standard for their housing, which is still very bad.

Child labor has been one of the worst features of this migration. The children were allowed to work in New Jersey during school hours because they were nonresidents, and there was reason to believe they were brought into New Jersey from Pennsylvania deliberately because they would be nonresidents and would not have to go school.

That same system used to be worked in other directions, and the two States finally got together in a conference and worked out a plan for putting a stop to it, because each was having its children exploited by the other.

WORK DONE BY CHILDREN

Mr. Curtis. What type of work did the children do?

Miss Dyckman. Picking vegetables and berries.

Back in the counties near Philadelphia there is a big area there that spreads out like a fan from the city, just this side of Delaware, and that is where they worked. They came with their families—usually people of Italian parentage from Philadelphia.

There were others, but that was the largest group. They have been coming for years—at least two generations and possibly longer—and the children were very badly handicapped in school.

Mr. Curtis. How much school would they miss in the spring?

Miss Dyckman. The average loss was 2 months out of the school year, as shown in each study that has been made—about 39 school days out of the school year, partly in the spring and partly in the fall. It depended on which crops they came to pick.

Mr. Curtis. You have recently corrected that by legislation in New Jersey, haven't you?

Miss Dyckman. We have corrected it as far as the child's not working in school hours is concerned. We still have very inadequate school facilities, and they are not covered by attendance laws.

Mr. Curtis. Aren't they admitted to the public schools?

Miss Dyckman. Not always. Quite often they are refused admission on the ground of being nonresidents.

Mr. Curtis. In those cases what do they do—go to school or not?

Miss Dyckman. They haven't been attending school. They just stay out of school. Up to this year they worked. Now it is illegal for them to work during the hours when the Philadelphia schools are in session.

EFFECT OF 1940 CHILD LABOR ACT ON MIGRATION

Mr. CURTIS. What effect has the Child Labor Act of 1940 had on the importation of such labor from Pennsylvania?

Miss DYCKMAN. Thus far it appears to be sharply reducing the number of children who go, and I think possibly to some extent the number of adults, because some of the adults don't think it worth while to come without the children. It is very difficult to tell how much effect that law has had and how much the defense program has had.

I understand the farmers think now it is mostly the defense program that is interfering with their labor supply.

Mr. CURTIS. Is any effort being made to utilize school pupils of New Jersey in this agricultural work?

Miss DYCKMAN. Only insofar as the National Employment Service has tried to recruit them, and I haven't any figures or first-hand information on that.

Mr. CURTIS. What checks are made on wages, hours, and working conditions of minors in agriculture?

Miss DYCKMAN. The Department of Labor now has a staff of inspectors, and the law limits the working hours to 10 a day maximum. There is no limitation on wages—no regulations at all.

There is no check on working conditions except that the schools must give permits to these children before they can work in agriculture, and if the work injures the child's health or interferes with his school progress, the school can refuse to give a permit or can revoke a permit. But of course the schools are not in session, so there is very little check in summer except on the hours.

Mr. CURTIS. From your observation, are these youngsters required to handle complicated or dangerous machinery?

Miss DYCKMAN. I don't think so.

Mr. CURTIS. It is all outdoor work?

Miss DYCKMAN. The work they do is almost all hand-picking, so there are very few machines used. The question has come up about tractors, but in this particular area not many tractors are used.

Boys must be 16 years old to handle dangerous machinery.

Mrs. SIMMONS. Under the law a boy formerly had to be 18 years old to handle a tractor, but that regulation was amended to allow a boy of 16 to drive a tractor if he does not drive it on the public roads.

EARNINGS OF HIGH-SCHOOL BOYS

Mr. CURTIS. Do you know how much one of these high-school boys, say 17 years of age, can make on a farm in a day?

Miss DYCKMAN. It is a very difficult thing to say. The National Child Labor Committee's report, which you already have,[1] is the most authentic information we have on that, and that was back in 1938.

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[1] New York hearings, p. 318.

Mr. CURTIS. And that was based upon studies here in New Jersey?

Miss DYCKMAN. Base on an interstate study of the Pennsylvania-New Jersey group, and most of it in New Jersey, in respect to wages.

Mr. CURTIS. That is the most recent study?

Miss DYCKMAN. That is the most recent study.

Mrs. SIMMONS. It is interesting to note that the whole wage scale for the agriculture worker has dropped very materially within the past 5 or 6 years. Whereas the families used to make fairly good money, they now make very much less. Most of it is a family wage.

Mr. CURTIS. Do you know what it is for 1941?

Mrs. SIMMONS. No.

Mr. CURTIS. You had a surplus of families coming in up until 1940; didn't you?

Mrs. SIMMONS. Yes, sir; that is true.

Mr. CURTIS. And I believe the representative of your employment bureau said that there were practically no migrant families coming in now—that is, colored families from the South—and the migration from Pennsylvania is also curtailed?

Miss DYCKMAN. Yes, sir. I was down there last week and I saw them, but there are more adults, and I think it is fair to say that this year they are probably getting better rates because of the scarcity of labor. The farmers say they are, anyway.

BROUGHT IN BY LABOR CONTRACTORS

Mr. CURTIS. Are these workers brought in by so-called labor contractors?

Miss DYCKMAN. Yes; or directly by farmers who know them. They come only when they are hired to work. They don't wander in. It is a definite contract either by the interstate labor contractors—padrones they call them—or by the farmer himself.

Mr. CURTIS. Do you think that the private labor contractors or padrones create abuses that do not exist where the farmers hire directly?

Miss DYCKMAN. I am inclined to think they do. I am delighted to know that your committee is planning Federal legislation to regulate the padrones, because I know that there has been a great deal of abuse, and where we have heard of abuses it is the padrone and not the farmer who causes them.

There might be abuses that the farmer is responsible for, but, from what we hear about it, it is the padrones.

Mr. CURTIS. The padrones set the standard because they bring in large numbers?

Miss DYCKMAN. They bring in large numbers and bring in the new people, and that is where the bad exploitation happens—by misrepresentating things to the new recruits and overcharging them; and that has been going on since 1905.

Mr. CURTIS. Those people cross a number of State lines, do they not?

Miss Dyckman. Not the Pennsylvania group. They come only a short distance.

Mr. Curtis. But the padrones bring colored people in?

Miss Dyckman. That is an entirely different group. They cross a lot of State lines.

Mr. Curtis. And you favor the legislation to which this committee has given its attention, to control or regulate these private labor contractors or padrones?

APPROVES FEDERAL CONTROL OF LABOR CONTRACTORS

Miss Dyckman. We haven't yet said anything about that particular bill you introduced, but, in general, I think the plan of Federal legislation to control is very desirable. Our committee hasn't reported on it as yet.

Mr. Curtis. Is the Italian migration into New Jersey declining?

Miss Dyckman. Yes; I think it is, although it depends a great deal on the size of the crop. They come only when they are hired. They just bring in the number they are going to need. If it happens to be a good year, there is a big migration; if it is a poor year, as in 1938, when the study was made, there aren't so many.

Mr. Curtis. Do you know how it is this year?

Miss Dyckman. This year the migration is small.

Mr. Curtis. Why?

Miss Dyckman. Partly because they are able to get better jobs and are glad to have them because they have been dissatisfied with conditions in New Jersey for a long time, conditions under which they live and work over here.

Of course, during the depression people had to take almost anything, but now they can get something better, and not so many are coming.

WORK PROJECTS ADMINISTRATION ATTITUDE TOWARD FARM EMPLOYMENT

Mr. Curtis. Has it been your observation that individuals on W. P. A. will accept farm employment?

Miss Dyckman. My own observation of that concerns northern New Jersey. Some little effort was made some years ago through the relief departments to get people on W. P. A. or relief to come down to south Jersey to the truck-farming area, but that was very unsatisfactory.

Mr. Curtis. What made it unsatisfactory?

Miss Dyckman. The living conditions, the reports they brought back about living conditions. My particular city did not send anyone, but one of the neighboring cities did. It got some people to go down to south Jersey, but the reports they brought back discouraged all relief departments since then from doing the same thing over again for south Jersey. There is another difficulty there. Transportation is a big problem from north Jersey to south Jersey.

Mr. Curtis. Was it the relief officials who objected to the living conditions, or the workers?

Miss Dyckman. The relief officials felt that the working conditions were so unsatisfactory that it wasn't worth while to urge people to go down and take the long trip for the amount they would get.

That was a general feeling. I don't think there was anything particularly official about it, but I found the general feeling was that they did not think it worth while to urge their people to go to the truck area.

We often placed people on nearby farms.

Mr. CURTIS. Did you meet any difficulty where the element of long travel did not come in?

Miss DYCKMAN. No.

Mr. CURTIS. Were W. P. A. people willing to take agricultural work?

Miss DYCKMAN. Those who knew anything about it went out quite regularly. We didn't urge it, but when suitable jobs were offered we had no great difficulty.

Mr. CURTIS. What do you mean by "suitable jobs"?

Miss DYCKMAN. Well, the farmers wanted men who knew a little something about farming. They didn't want a tailor. Men who had had farm experience usually got jobs on a farm.

Dr. LAMB. Are you speaking of individual jobs in the farm region in the north?

Miss DYCKMAN. They were the individual type, yes.

FEAR LOSS OF SECURITY IN SWITCH TO FARM

Mrs. SIMMONS. I think the real reason why W. P. A. workers are unwilling to do it is that they feel very greatly the sense of insecurity if they give up their W. P. A. jobs. They are always afraid they can't get back on again, and, of course, these jobs on farms are exceedingly seasonal.

It depends, as Miss Dyckman has said, on the size of the crop, on the weather; and in addition to that, the pay is not very good. So the W. P. A. people are rather unwilling to go off of W. P. A. and go on the farm. They are really awfully afraid they can't get back.

Mr. CURTIS. Do you think they are justified in that fear?

Mrs. SIMMONS. Yes, I do think so, because they never know how long they are going to be employed and what sort of occupation it will be.

Mr. CURTIS. Do you think it is better to accept whatever employment is available in private enterprise, even though conditions are bad, than to resort to relief?

Mrs. SIMMONS. I will have Miss Dyckman say what she thinks.

Miss DYCKMAN. I am with the local board in Orange. As soon as real jobs opened up—jobs with a living wage—the employable people began to disappear from our rolls. We have almost no employable people left now. We have a few older people. We have a few aliens who cannot get jobs. But the younger employable group took jobs as soon as jobs became available, most of them. Of course there were some lazy ones and some alcoholics, but on the whole the people are glad to have a chance to work, and they take jobs as they come along. Perhaps that discouraged the lazier kind.

Mr. CURTIS. That is all.

The CHAIRMAN. We thank you very much, ladies.

The committee will stand adjourned until 1:30 this afternoon.

(Whereupon, at 12:30 p. m., the committee recessed until 1:30 p. m.)

AFTERNOON SESSION

The committee met at 1:30 p. m.

The CHAIRMAN. The committee will please come to order.

Our first witness this afternoon is Mr. Miller.

TESTIMONY OF HERMON I. MILLER, SECRETARY, STATE LAND USE PLANNING COMMITTEE, RUTGERS UNIVERSITY, NEW BRUNSWICK, N. J.

The CHAIRMAN. Mr. Miller, Congressman Arnold will interrogate you.

Mr. ARNOLD. Mr. Miller, will you state your name and address for the record?

Mr. MILLER. Hermon I. Miller, Rutgers University, New Brunswick, New Jersey, appearing as secretary of the Labor Subcommittee of the State Land Use Planning Committee.

Mr. ARNOLD. The statement you have submitted will become a part of the record.

(The statement referred to above is as follows:)

STATEMENT BY HERMON I. MILLER, SECRETARY, STATE LAND USE PLANNING COMMITTEE, RUTGERS UNIVERSITY, NEW BRUNSWICK, N. J.

The New Jersey State Land-Use Planning Committee began activity in the first months of 1941 toward the preparation of a unified State program for agriculture to meet the impacts of the war and defense programs. One of the problems which this committee recognized when developing this program was an anticipated shortage of farm labor.

LAND USE PLANNING ORGANIZATION

The New Jersey State Land-Use Planning Committee is composed of 25 farm men and women and 13 agency representatives. The 25 farm men and women represent the various counties of the State with one or two representatives from each of the New Jersey counties. The nonfarm members of the committee represent such agencies as the State department of agriculture, Sate agricultural experiment station, State agricultural extension service, State planning board, State department of conservation and development, United States Bureau of Public Roads, United States Forest Service, Farm Security Administration, Soil Conservation Service, Surplus Marketing Administration, Farm Credit Administration, Bureau of Agriculural Economics, and the Agricultural Adjustment Administration.

The New Jersey State Land-Use Planning Committee is similar to planning committees which are organized in most of the other States in the Union. It was formed following the reorganization of the United States Department of Agriculture in 1938. Community, county, and State land-use planning committees have been delegated the responsibility for coordinating the activities of the various action agencies of the United States Department of Agriculture.

EFFECT OF SELECTIVE SERVICE ON FARM-LABOR SUPPLY

At an early meeting, the committee spent considerable time discussing the Selective Service Act and how it affects the farm labor supply. The committee requested that the State director of selective service send a bulletin to the members of local draft boards for New Jersey, suggesting that these local draft boards contact county boards of agriculture whenever any question arose as to the advisability of deferring an agricultural worker. This request to the Director of Selective Service was made because farmer members of the State committee had experienced the loss to Selective Service of men they considered to be essential farm hands. Also, they had observed similar experiences on other farms of their communities. Under present labor conditions, they find these essential and trained farm workers difficult or impossible to replace.

LABOR SUBCOMMITTEE

The State land-use planning committee in its meeting on March 18 suggested the appointment of a labor subcommitee composed of three farmer members. The chairman, L. A. Bevan, director of the New Jersey Agricultural Extension Service, appointed Herbert W. Voorhees, farmer, from Mercer County; Ernest B. Phillips, farmer, from Burlington County; and Kenneth S. Roberts, farmer, from Cumberland County, as members of this committee. This statement is a report of the findings of this labor subcommittee.

The labor subcommittee has cooperated very actively with all representatives of State and Federal agencies that are interested in working with farm labor. As a result, these agencies have decided to funnel all of their information and findings in farm labor through the State farm-labor subcommittee.

SUPPLY OF FARM LABORERS

Labor for carrying on farm operations in New Jersey comes from two sources: (1) migrants who come to New Jersey from the South and from Philadelphia and Chester, Pa., and (2) local residents who work at part-time jobs, and the families of workers receiving low pay. The mother and children of these families often spend the summer on farms helping to harvest crops. There is a large number of migrants who commonly follow the harvest of certain fruit and vegetable crops beginning with the early harvest in the South and following it North along the Atlantic seaboard. Most of these migrants who come to New Jersey are Negroes. It is quite common for asparagus growers to employ this type of labor for cutting the asparagus crop. A large proportion of the white potatoes are harvested by Negro workers who come to the State for this purpose. Strawberry, blueberry, and cranberry growers commonly employ Italian families from Chester, Philadelphia, and Norristown, Pa., in berry picking. These workers are also classed as migrants.

There has been some indication that the usual number of migrants from the South will not be available for harvesting crops in New Jersey this year. The recently enacted child-labor law in New Jersey, which makes it illegal for the families from Philadelphia, Chester, and Norristown, Pa., to come to New Jersey before the close of the school year and after the school year is open in the fall will work a hardship upon berry growers.

There is no statistical evidence as to the number of local residents who formerly were a part of the farm labor supply in New Jersey that have recently been drawn into other types of industry. Many of these local residents have obtained work in defense industries at wages much higher than farmers are able to pay. In many cases local residents have taken the jobs that were left vacant by workers going into defense industries. The committee recognizes that not all of the local residents who were formerly a source of farm labor are qualified to work in defense industries; however, the employment circle works in such a way that when a worker leaves a job someone else usually takes his place, and because of this many of the employables who formerly were a source of seasonal farm labor are now employed in year-round jobs.

DEMAND FOR FARM LABOR

In order to determine the actual farm labor demand situation and to get a picture of how serious the shortage of farm labor would be, the subcommittee requested that a farm labor survey be conducted. This survey requested vegetable growers to indicate their anticipated need for farm laborers throughout the 1941 cropping season. Questionnaires were returned by 925 farmers in 11 counties. Reports were received from 686 farmers who needed labor and 239 who indicated that they already had arranged for their labor supply for the year. The information requested in the questionnaire included: (1) a statement of the type of operations for which labor was needed, (2) the number of workers used for different farming operations in 1940, (3) the number of workers the farmer anticipates he will need in 1941, (4) the number of workers he has already hired for 1941, and (5) the number of workers he had yet to arrange for at the time the survey was made. A copy of the card used to obtain this information is presented as exhibit 1.

ANALYSIS OF QUESTIONNAIRES

The returns from questionnaires were analyzed in early May, immediately before the beginning of the harvesting season for asparagus. An example of the type of information found follows: In Cumberland County, 11 asparagus growers reported that in 1940 they used 104 cutters and in 1941, they expected they would need 119 cutters. They had already hired 73 workers and had yet to hire 46. Similar information was reported in Salem County. At a meeting in these counties on May 12 after asparagus-cutting operations had been underway for several days, growers reported that they were carrying on their operations with a shortage of about one-fifth the usual labor supply. Evidently the difficulty in obtaining labor anticipated by these asparagus growers at the time of the survey was realized. There were reports that some of the fields of asparagus were going to seed. Most of the asparagus was being cut but it was not being cut at the proper time and much of it was going for a low price.

In Cumberland County, 27 strawberry growers indicate that they used 443 strawberry pickers in 1940, that they would need 586 pickers in 1941, that 70 pickers had already been arranged for, and that 516 were needed to complete their labor requirements. The labor for picking strawberries has, in former years, been supplied by families from Philadelphia, Chester, and Norristown, Pa., and from Camden, N. J. These families are largely of Italian extraction and have followed the practice of migrating to farms for harvesting strawberries, string beans, green peas, and other crops.

In early May, it appeared that these workers would not come to New Jersey because of the newly created child-labor law[1] which would affect this situation for the first time this year. A combination of two factors helped to ease the situation this year, but the labor shortage will be acute with normal crops in following years. In many instances, Italian families came to New Jersey this year as usual and simply transferred residence to the State for the time that they will be employed here harvesting the above-named crops. Also the dry weather conditions in New Jersey this spring cut the strawberry harvesting considerably below normal and made it possible for strawberry growers to get by with a smaller number of workers than they had anticipated they would need at an early date. However, there are numerous cases of crop losses because of the shortage of labor. An example is a case of a strawberry grower in Bridgeton, N. J., who was unable to secure labor to pick any of the berries and was forced to let his crop rot on the vines.

It should be pointed out that the above two examples are for a limited number of farms and are only indications of the total anticipated shortage of labor for harvesting the crops mentioned. The 11 asparagus growers in Cumberland County cited, cultivate only a small percentage of the total acreage of asparagus grown in the county, and the 27 berry growers who reported are only about 10 percent of the strawberry growers in Cumberland County.

REPORT OF TOMATO GROWERS IN EIGHT COUNTIES

In eight south New Jersey counties, 129 farmers who grow tomatoes reported they used 744 workers in 1940 for picking tomatoes. They indicated that they anticipated a need for 807 pickers in 1941 and had only made arrangements for 77 of this number. As mentioned before, it should be borne in mind that 129 tomato growers are only a small percentage of the tomato growers in New Jersey. It should also be pointed out that the harvesting season for tomatoes was considerably in advance of the period when the questionnaires were filled out and the number of workers needed at actual harvest time might vary considerably from the number indicated at this early date. A summary of the reports for each county is presented in exhibits attached to this statement as well as a compilation of these reports on a State-wide basis.

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[1] The New Jersey child-labor law limits the age at which children can be employed. It also makes it compulsory for children to attend school so long as the school which they commonly attended is in session. Philadelphia and Chester, Pa., schools close in late June, thus it is necessary for children from these schools to show attendance to this late date although schools in New Jersey close at a much earlier date.

The above statements illustrate the type of information found in the labor survey. The committee is of the opinion that it is difficult to arrive at a figure to indicate the total anticipated shortage or to indicate the number of workers that will be needed from outside the State to take care of these shortages. The yields of vegetable crops are very sensitive to weather conditions and the number of workers needed to harvest any particular crop depends to considerable extent upon yields. For this reason, it is even difficult to forecast as much as a week in advance the number of workers needed to harvest any particular crop. This year, for example, dry weather just previous to the ripening of the strawberry crop cut the crop very short and the number of workers actually needed to harvest the crop was considerably below earlier estimates.

It should also be pointed out that many of the operations in the production of small fruits and vegetables cannot be done by machines and in many other farming enterprises machinery can be used to alleviate the labor shortage problem. This is not the case with small fruits and vegetables. New Jersey farmers are continually searching for ways which they can use to improve the efficiency with which they use their labor, and in many of their farming operations they have succeeded in cutting down their labor requirements materially. However, it is not possible to make any material reduction in the amount of labor needed to harvest such crops as string beans and strawberries.

LABOR SUPPLY PROBLEM OF DAIRY FARMS

The committee recognizes that there is a serious labor supply problem on many of the general farms and dairy farms of New Jersey. They have not attempted to survey the labor needs on these types of farms. However, first-hand observations and reports from county agents and other residents in different parts of the State indicate the seriousness of this problem. The type of labor used on general farms and on dairy farms is difficult to replace if it is lost.

The general farms and dairy farms of New Jersey are producing poultry products and dairy products. Both of these are protective foods and an expansion in their production has been requested by Secretary of Agriculture, Claude R. Wickard. The anticipated shortage in transportation facilities might also make it beneficial for farms in the immediate vicinity of the large industrial centers to be kept in production so that foods can be furnished, even if transportation facilities become clogged. If the production of these foods is to be maintained or increased in New Jersey careful consideration must be given to keeping a constant labor supply on such farms.

In the metropolitan area of northeast New Jersey, there was early evidence of a serious shortage of agricultural workers. The large increase in industrial employment in the area has resulted in the usual farm laborers being used in types of employment other than agriculture. A brief survey of farms in Passaic, Bergen, and Essex Counties indicated that 108 farmers in these counties were in need of 623 workers. By recruiting workers from such places as local high schools, local National Youth Administration projects and relief agencies, the farmers, through the cooperation of the State employment service, have met the situation this year. One source of labor on farms in this area is the aliens who are living in the cities of northeast New Jersey. These aliens cannot be employed in defense industries, but farmers are able to use them in carrying on their farming operations. However, if employment in defense industries continues to increase, there is a general feeling that the situation in this area may become more acute in future years

FARMERS CANNOT COMPETE IN LABOR MARKET

There is a general recognition that one of the most serious problems in connection with farm labor is the fact that because farm prices are low, farmers cannot pay wages which will allow them to compete with industrial organizations for existing labor supplies. The purchasing power of the New Jersey farm price of vegetables is about 75 percent of their purchasing power in terms of farm wages during the 1910–14 period. The Agricultural Adjustment Administration's program in its present form does not provide much benefit to vegetable growers. Some method of improving farm prices so that these prices would be more nearly on a parity with the prices of goods which farmers buy would be of great assistance to New Jersey farmers in meetng the labor problem.

There is some question in New Jersey as to the need for the extensive national and local relief programs which in many cases employ or make grants to able-bodied men and women. The committee recognizes and understands many of the intricacies of the relief situation. They recognize that many people who are on relief rolls and on Work Projects Administration would not make desirable workers on some jobs; however, they feel that many of these workers could find private employment. With this in mind, this committee as well as other committees who have been considering the farm labor problem have recommended Work Projects Administration projects in rural areas of New Jersey be closed down during the harvesting season.

Report of farm labor survey—State summary for Gloucester, Camden, Burlington, Cumberland, Salem, Mercer, and Monmouth Counties

Kind of operation	Number farms	Number of workers			
		1940	1941	Already hired	Have yet to hire
Cut asparagus	19	188	228	135	93
Strawberries	46	1,053	1,306	149	1,157
Pick green beans	9	246	244	54	190
Pick tomatoes	129	744	807	77	730
Miscellaneous vegetables	71	946	645	173	472
Tree fruits	51	992	991	208	783
Cranberries	4	70	115	4	111
Dairy farms	19	140	59	20	39
General farming	89	343	384	143	241

GLOUCESTER COUNTY

Kind of operation	Number farms	1940	1941	Already hired	Have yet to hire
Tomatoes	37	162	170	26	144
General farming	30	71	88	37	51
Fruit	16	393	359	71	288
Cranberries	1	10	10	1	9
Strawberries	6	69	91	16	75

CAMDEN COUNTY

Kind of operation	Number farms	1940	1941	Already hired	Have yet to hire
Tomatoes	14	106	133	11	122
Pick berries	7	96	131	15	116
Tree fruits	6	80	93	5	88
Miscellaneous vegetables	4	99	106	25	81
Sweetpotatoes	1		4		4
General farming	10	36	35	14	21

BURLINGTON COUNTY

Kind of operation	Number farms	1940	1941	Already hired	Have yet to hire
Tomatoes	19	155	161	12	149
Truck—sweet corn, etc	15	236	249	71	178
Tree fruits	15	322	332	86	246
General dairy	9	23	29	12	17
Blueberries	2	330	380	46	334
Cranberries	3	60	105	3	102

CUMBERLAND COUNTY

Kind of operation	Number farms	1940	1941	Already hired	Have yet to hire
Pick berries	27	443	586	70	516
Cut asparagus	11	104	119	73	16
Pick beans	9	246	244	54	190
Harvest limas	6	32	25	5	20
Pick tomatoes	18	85	94	7	87
Top onions	7	90	95	4	91
Potatoes	4	34	38	2	36
Apples	1	25	25	2	23
Market gardening	15	277	295	99	196
General farming	13	56	55	8	47

Report of farm labor survey—State summary for Gloucester, Camden, Burlington, Cumberland, Salem, Mercer, and Monmouth Counties—Continued

SALEM COUNTY

Kind of operation	Number farms	Number of workers			
		1940	1941	Already hired	Have yet to hire
Pick tomatoes	22	105	116	9	107
Cut asparagus	8	84	109	62	47
Market gardening	11	43	75		75
General farming	13	48	46	14	32
MERCER COUNTY					
Potatoes, beans, corn	12	90	102	8	94
Tomatoes	10	66	60	3	57
Strawberries	1	50	50		50
Tree fruits	3	18	18	1	17
General dairy	10	36	35	8	27
MONMOUTH COUNTY					
Potatoes and beans	22	365	381	58	323
Tomatoes	9	65	73	9	64
Small fruits, strawberries, raspberries	3	65	68	2	66
Tree fruits	10	154	164	43	121
Truck crops	15	104	127	59	68
General year round	9	28	33	11	22

Exhibit A—Crop Losses Due to Labor Shortage

REPORT BY HERMON I. MILLER, NEW JERSEY COLLEGE OF AGRICULTURE, NEW BRUNSWICK, N. J.

July 23, 1941.

I will not be able to give you any definite indication of the extent of crop losses because of farm-labor shortage. I will merely state that the acreage of crops lost entirely would be insignificant. However, the loss brought about because crops were not harvested when they were of the highest quality would be of considerable cash value.

For example, I have been informed that during the strawberry season it was impossible for growers to secure pickers to begin picking on time or they might have secured fewer pickers than they would normally require to keep the beds picked clean of ripe berries. The loss in this case would be due to pickers including in their baskets over-ripe berries which depressed the price received. You can understand that it would be difficult to measure the cash value of such a loss.

In the case of asparagus, there were very few asparagus beds left uncut but asparagus brings the best price when it can be sold as all green. If it is not cut at a certain stage in its growth, it cannot be sold for this grade and goes at a lower price. Losses of this nature due to labor shortage are of a considerable value.

Exhibit B—Sales of Farm Machinery in New Jersey

REPORT BY HERMON I. MILLER, NEW JERSEY COLLEGE OF AGRICULTURE, NEW BRUNSWICK, N. J.

July 24, 1941.

Farm machinery dealers in the dairy and general farming areas of New Jersey support the general opinion that machinery sales this year have been greater than they were during the corresponding period of 1940.

One dealer whose volume is around $130,000 annually indicated that his sales were 10–15 percent higher this year than last year and that they could have been considerably greater had it been possible to secure farm equipment, especially tractors. In all instances, machinery dealers report that it was not possible for them to fill all their orders for farm tractors and this resulted also in them being unable to place tractor equipment which they had sold to these same buyers.

The dealers all indicated a recognition of the farm labor problem and expressed the opinion that this had increased the demand for farm equipment.

In the dairy areas, they indicated some increase in the sales of milking machines to farmers who were short of milkers.

TESTIMONY OF HERMON I. MILLER—Resumed

Mr. Arnold. You say many valuable farm hands have been drafted into the Army from New Jersey. Do you have any idea of approximately how many?

Mr. Miller. I have no idea of the number of those taken, except from the statements made by farmers.

Mr. Arnold. You don't know whether deferment is being requested?

Mr. Miller. It is being requested, and I think the mater is being handled adequately now by the local draft boards and by the State selective service.

Mr. Arnold. Are they deferring them temporarily?

Mr. Miller. Yes; 6-month deferments, with renewals if proof can be submitted that they are needed for agricultural work.

Mr. Arnold. It appears that the State labor subcommittee is composed of three agriculturalists, all employers. Don't you think it necessary to see that the public and labor are also represented on this key committee?

Mr. Miller. By the "public" you mean public agencies, and so on. The labor subcommittee as set up includes three farmers.

Mr. Arnold. All employers?

Mr. Miller. There are included nonfarmers whose names appear in the first paragraph of the second section.

Mr. Arnold. Well, that isn't the subcommittee?

Mr. Miller. No. The members of the subcommittee—we call them ex-officio members—are from the State Employment Service, the Agricultural Marketing Service, the W. P. A. The State Department of Agriculture is working with us.

Now, we have adopted this policy at the recommendation of the farmers: That the three farmer members assume the responsibility for determining work to be done, and policy, and so on, and work with the agency representative on the committee.

MIGRATION FROM THE SOUTH REDUCED

Mr. Arnold. I see that you state that you don't believe that the usual number of migrants from the South will be available this year. Would you say specifically how you arrive at that opinion?

Mr. Miller. The earliest indication was a conference that I personally attended in Richmond, Va. At that time we discussed the fact that the migrants were not working north as they had in previous years. This year, for example, the asparagus cutters are running about a fifth short of the usual number, and a lot of that labor has been migratory workers.

However, potato growers don't seem to be concerned at the present time. A good many of the potato growers have lined up their migratory workers. The ones who came last year are coming back and bringing new members.

Mr. ARNOLD. You don't have statistical evidence as to the number of local residents who were formerly part of the farm-labor supply in New Jersey, and who have recently been drawn into other types of industry?

Mr. MILLER. No. I tried this week to get information of that nature. I visited the New York Shipyard at Camden and the Camden Forge & Foundry and several other plants. They were unable to give any definite information, so I contacted the Camden Vocational School and their estimate at an early date was about 10 percent of their students, and they have handled about 2,200 in the last 10 months. These came from rural areas, and that percentage has increased to 16 and 17 percent at the present time. In other words, it seems to me that that is an indication that there is a tendency for the agricultural workers to be drawn more and more into industrial jobs.

Mr. ARNOLD. The higher wages will attract them?

Mr. MILLER. That is true.

PURPOSE OF LABOR SURVEY

Mr. ARNOLD. Your labor survey attempted to ascertain the demand for labor. Was any independent check made by the subcommittee or by any agency on the statements made by the agricultural employers?

Mr. MILLER. No. I think our figures might tend to be a little high. I think if you will look through those you will see that quite often the demand anticipated this year was a little higher than last year, which might be an indication that the need is a little higher than the number actually used last year.

Mr. ARNOLD. If labor requirements depend on the weather, and it is impossible to forecast labor needs a week in advance, what value does the labor survey made by the subcommittee have for any practical purpose?

Mr. MILLER. We made that primarily to help the State employment service get acquainted with the farm problem. The State employment service in New Jersey has never had much experience with agricultural labor until this year and our labor subcommittee at a meeting in early April felt that if it was to function this year and help the situation any, it should have some basic information. So we got that and the individual cards were used as samples for them to go back and find labor. That was particularly true in the metropolitan areas of northern New Jersey.

I think you will note I made no commitment as to any definite numbers on account of the surveys, and the committee recognizes that it wouldn't be a very safe thing to make definite commitments from a survey of that nature.

Mr. ARNOLD. Your survey attempted to ascertain only the demand for agricultural labor?

Mr. MILLER. That is right.

ORGANIZATION OF AVAILABLE LABOR SUPPLY

Mr. Arnold. What was done to ascertain or organize the available supply?

Mr. Miller. With the State employment service we worked out, for instance, in the metropolitan area of northern New Jersey, with the local schools, the possibility of registering students interested in farm work with the State employment service.

The N. Y. A. has been a good source of labor in the metropolitan area of northern New Jersey, and the W. P. A. and local relief have helped some—not too much. But by using that basic information, and working with the State employment service and other agencies which have a surplus of labor or which are possible sources—for example, Negro churches in some areas—we got registrations of people interested in agricultural work.

Mr. Arnold. Do you think the reduction in the W. P. A. rolls this year of from 41,000 or 42,000 down to 27,000 will aid some in the agricultural harvest?

Mr. Miller. Yes. I think we should recognize that all W. P. A. workers are not good farm labor; but in my own opinion, if there is a need for employment those people will find employment somewhere, and the employment circle will work in such a way that everyone will be as well off or perhaps better off.

CROP LOSSES CAUSED BY LABOR SHORTAGE

Mr. Arnold. Your paper indicates that some of the fields of asparagus were going to seed. Were these reports verified by any agency?

Mr. Miller. You can see them as you drive through south Jersey. And I reported also that much of the asparagus had to go until it was beyond the prime stage, and brought a little lower price. There were several losses in strawberries. I was in Paterson day before yesterday, and there were people there who had let cauliflower and lettuce go because of the lack of labor. That is a very intensified type of farming.

Mr. Arnold. You haven't prepared any report for the committee with reference to the crop losses because of a shortage of labor?

Mr. Miller. No, sir.

Mr. Arnold. Could you do that?

Mr. Miller. Perhaps I could. I could do it in a very rough way by cooperation with the county agents in the State.

Mr. Arnold. The committee would be glad to have you supply us with that information.

(The material referred to above, received subsequent to the hearing, appears in this volume as exhibit A, p. 5773.)[1]

Mr. Miller. I would like to say in that connection that farmers this year, as I have noticed in the last 2 or 3 weeks, are getting along better than we anticipated they would. They are doing that by working harder than they thought they ever would in their lives; probably some of them are working longer hours. That was especially true of growers of asparagus. And there are other ways they are getting by.

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[1] See also paper by Corrington Gill, "Reported Farm Labor Shortage, Southern New Jersey, May 1940," p. 5882.

The strawberry crop was only 60 percent of a crop; the bean crop only about half a crop; and the potato crop looks short. So they have got by, this year. They are fearful of next year. That is their problem—to see that there won't be any large losses next year due to lack of labor.

UTILIZATION OF LOCAL STUDENTS

Mr. **Arnold**. Your report indicates that schools close much earlier in New Jersey than in Pennsylvania, and that you have been getting part of your labor supply from Pennsylvania heretofore. What has been done in the past and what was done this year to utilize school pupils of New Jersey for harvesting?

Mr. **Miller**. There wasn't much need for doing anything this spring. There probably will be something done this fall to utilize high-school labor in northern New Jersey. They did get some registrations of high-school students interested in the work. I was in Bergen County day before yesterday and they indicated they have more than they need of high-school students. They actually have a surplus of that kind of labor. Of course it isn't the best labor in the world. This fall there will probably be an effort made to perhaps hold school opening a little later than usual.

I met with the governor of the Defense Council's agricultural committee and they made a recommendation to the governor to be passed on to the commissioner of education, along those lines, and there probably will be an effort made to register students interested in farm work for Saturdays and after school.

Mr. **Arnold**. You say the N. Y. A. clients are helping?

Mr. **Miller**. Yes, in northern New Jersey. There isn't so much of that type of thing in southern New Jersey.

Mr. **Arnold**. We should have asked Colonel Dowell this morning this question, but neglected to do so: What is the N. Y. A. doing down at Camp Dix? What work do they perform?

Mr. **Miller**. I am not familiar with that.

Mr. **Arnold**. You mentioned that a shortage of dairy workers is anticipated. Would you be able to obtain for the committee's records a comparison of the machinery sales for the first 6 months of 1941 as compared with the same period of 1940?

Mr. **Miller**. Yes. Dr. Lamb wrote me about that, and I have that work under way, and I will put that in the record. We know they are higher. I inquired of some dealers yesterday and found they were higher but how much I don't know.

(The report referred to above was received subsequent to the hearing, and appears in this volume as exhibit B, p. 5773.)

NO WORK PROJECTS ADMINISTRATION SHUTDOWNS

Mr. **Arnold**. Have any W. P. A. projects in New Jersey been closed down this year at the request of the subcommittee?

Mr. **Miller**. No.

Mr. **Arnold**. Did you make such request?

Mr. **Miller**. Yes, we had conferences with Mr. Voorhis, the chairman, and I had conferences with Mr. Allen and Mr. McCormack, the men who were here yesterday. They indicated it was up to the local sponsor and, of course, that is probably true. But in some cases, in a State such as New Jersey, it is rather difficult to get the sponsors to see any need for farm help.

Mr. Arnold. Well, it is pretty difficult, I have found, to close down any kind of public project without a great many protests that eventually reach the Congress.

Mr. Miller. That is right. There are, I think, 45,000 on W. P. A. and Atlantic County alone has somewhere in the vicinity of 3,500 or 4,000. Of course, agriculture in Atlantic County is not important, but if we have to use migratory labor we might as well use those as migrants from the South.

FARMERS NOT TAUGHT TO USE EMPLOYMENT SERVICE

Mr. Arnold. Do agricultural employers prefer to recruit their own labor, or depend on private contractors, rather than on the United States Employment Service?

Mr. Miller. They have never used the employment service. I think it is primarily a job of education. This year some of them are using it and finding it very satisfactory. Most of the large operators have either used padrones or farm bosses or have gone South and got their own migratory workers.

Mr. Arnold. Does your subcommittee have any suggestions to make as to how the Farm Placement Service could be improved?

Mr. Miller. I think they have been very well satisfied with the way it has functioned in most instances. My personal observation is that the three farmer members have not had a chance to observe conditions as I have, traveling around over the State. My personal observation is that where they have men who are acquainted with the farm problem and who know how to handle it, they are doing a good job.

In other instances they may not be doing so well, but I think the agents in northern New Jersey have functioned very well.

Mr. Arnold. That is all.

The Chairman. Dr. Lamb.

ITALIAN MIGRANTS FROM PHILADELPHIA

Dr. Lamb. You haven't said anything with respect to the problem of the Italian migrant from Philadelphia, at least in the testimony that you have just given. Have you anything to say in regard to that?

Mr. Miller. The new addition to the child labor law, prohibiting those children from being away from their residence while school is in session, has created somewhat of a problem, but in most cases the superintendents of schools, at least in Philadelphia and Chester, were very cooperative. This year the number of strawberry pickers who were needed was small, because there was a small crop. The number required, however, did migrate to the State.

Dr. Lamb. Do you know what the labor needs in the strawberry fields were, say for last year?

Mr. Miller. No; I wouldn't know that, Dr. Lamb.

Dr. Lamb. Would the number be of the order of 5,000?

Mr. Miller. No.

Dr. Lamb. 2,500?

Mr. Miller. That would be nearer. You see, there are only about 4,000 Italian migrants who come to the State, and a lot of them come for blueberries, and cranberries, and so on, and for picking beans.

Dr. Lamb. So there was no surplus of labor this year, and there was no shortage either?

LABOR SHORTAGE IN ASPARAGUS FIELDS

Mr. Miller. Well, the asparagus growers reported they were about a fifth short of labor.

Dr. Lamb. How many would be required by the asparagus growers as a whole? Do you have that figure?

Mr. Miller. The only thing I could do is refer to the statement here. They estimate 294,000 man-days for harvesting asparagus. I couldn't get it from that.

Dr. Lamb. Did you circulate a letter to all the farmers in the State?

Mr. Miller. A letter was circulated through county agents' offices, informing them of certain types of information we wanted.

Dr. Lamb. Soliciting information?

Mr. Miller. In connection with this survey, yes. There were 9,850.

Dr. Lamb. What percentage of the total number replied?

Mr. Miller. About 10 percent.

Dr. Lamb. Would you say that there was any statistical "skew" to that sample? Were the replies drawn largely from the larger producers?

Mr. Miller. I felt that the fact that about two-thirds of the number indicated they needed labor, and that one-third did not, constituted a better sample than I anticipated getting.

Dr. Lamb. One-third indicated they did not need labor?

Mr. Miller. Yes; and two-thirds indicated that they did. We anticipated receiving replies from just those who needed it, but we got one-third—half as many cards—who didn't need it.

Dr. Lamb. A survey was made in Connecticut and reported to the committee at its hearings in Hartford which covered 10,000 farmers. Ninety-nine replies were received, which was considerably below your number. Half of those replies said that they did not need labor, whereas your replies were two needing labor for one not needing it.

Mr. Miller. That is right.

Dr. Lamb. As against a one-to-one ratio there.

Mr. Miller. Yes.

Dr. Lamb. It was found there that the replies came largely from the larger employers, and that is one reason I asked you about the ratio here.

Mr. Miller. We made a small attempt to tabulate acreages, and I think it would be accurate to say that we had a fair sample of farmers, both large and small.

Now, one reason why we got greater returns than they did in Connecticut was that we circulated just among vegetable growers, and not dairy or poultry men, and they are the ones who need labor.

AGE OF PEOPLE ON WORK PROJECTS ADMINISTRATION

Dr. Lamb. With respect to the rural W. P. A. rolls, do you know anything about the age average of those on W. P. A. rolls in rural communities in the State?

Mr. Miller. I was told they are something over 40 years of age. I have forgotten the exact figure.

Dr. Lamb. So that most of these available workers in rural areas would be perhaps too old to be the choice of the average farmer?

Mr. Miller. Yes. I think it would be fair to say that farmers would prefer not to hire that type of labor if they could get other types, but the farmers are in a seller's market this year—they have got to buy what they can buy.

Dr. Lamb. What about the capacity for earnings of these workers who are available?

Mr. Miller. The hourly wage would be lower on a farm.

Dr. Lamb. And on a piece-rate basis?

Mr. Miller. Well, the per hour earnings, either on the piece-rate basis or by the hour or by the day or by the month would be lower on a farm. But if they would work the regular farmer hours, the gross return for the month, I think, would be higher if they are willing to work.

Dr. Lamb. Higher than what?

Mr. Miller. Higher than W. P. A. wages in the area.

Dr. Lamb. How many hours a week would the farm worker have to put in in order to equal the W. P. A. wage?

Mr. Miller. Farmers are willing to pay from 25 cents to 35 cents an hour, and the W. P. A. pay, I believe, runs 47 cents an hour in the same area.

VEGETABLE HARVESTING BY PIECE WORK

Dr. Lamb. What proportion of the demand would be for piece workers, rather than hourly wage workers?

Mr. Miller. A large part of the vegetable harvesting is done by piece work.

Dr. Lamb. And what would you say these men on a piece-work basis could earn per week?

Mr. Miller. Well, that is a variable figure, but I think that they could earn between $15 and $18 a week picking beans or picking peas.

Dr. Lamb. Allowing for weather, what would you say the earnings would amount to monthly?

Mr. Miller. I would say a range of $50 to $70, if a person is willing to work and work as farm laborers do.

Dr. Lamb. 70 hours a week?

Mr. Miller. Less than that.

Dr. Lamb. 60?

Mr. Miller. Yes; and less—between 48 and 60.

Dr. Lamb. That is all.

The Chairman. Thank you very much, Mr. Miller.

Our next witness is Mr. Donato.

TESTIMONY OF THOMAS DONATO, FARM MANAGER, MORRISTOWN, N. J.

The CHAIRMAN. Mr. Donato, will you give your name and address to the reporter?

Mr. DONATO. Thomas Donato, Morristown, N. J.

The CHAIRMAN. Where were you born, Mr. Donato?

Mr. DONATO. Philadelphia.

The CHAIRMAN. Have you resided there ever since?

Mr. DONATO. All my life.

The CHAIRMAN. And what is your occupation at the present time?

Mr. DONATO. I am the foreman at the present time.

The CHAIRMAN. Foreman on a ranch or farm?

Mr. DONATO. Farm.

The CHAIRMAN. How large is that farm?

Mr. DONATO. Oh, I would say about 400 acres.

The CHAIRMAN. What do they grow there?

Mr. DONATO. Why, we have cherries, apples, peaches, strawberries, potatoes, tomatoes, corn and rye and wheat.

The CHAIRMAN. And how much farm help do you have on that farm?

Mr. DONATO. At present we have about 40.

The CHAIRMAN. Have you been engaged long in that business, of hiring help for farms?

Mr. DONATO. For a number of years.

The CHAIRMAN. And do you help supply the labor for the potato farm you are working on?

Mr. DONATO. Only on our farm.

The CHAIRMAN. And did you ever engage in large-scale operations in supplying labor for other farms?

Mr. DONATO. No, sir.

The CHAIRMAN. Is that the only work you do there now?

Mr. DONATO. No; I am the timekeeper, the paymaster, and everything.

The CHAIRMAN. Jack-of-all-trades?

Mr. DONATO. Yes. Jack-of-all-trades.

The CHAIRMAN. How many laborers do you normally supply each year for this farm?

Mr. DONATO. Usually from 40 to 50, with the exception of this year. I had to gather my help from the neighbors.

Mr. CHAIRMAN. How do you find conditions this year? Was there any labor shortage on farms?

Mr. DONATO. Well, from Philadelphia very much.

The CHAIRMAN. Was it the national-defense expansion that caused the shortage?

Mr. DONATO. No; it was partly for the defense and partly for relief and partly that people don't want to work, of course.

The CHAIRMAN. From where do you get this supply of labor?

Mr. DONATO. Well, my supply today is from Jersey and Philadelphia. I usually get my supply right from Philadelphia, and, of course, I always had some men there to work with me.

The CHAIRMAN. Both white and colored people?

Mr. DONATO. Yes, sir.

MONTHLY WAGES OF MIGRANT FARM WORKERS

The CHAIRMAN. What is the average monthly wages of those people?

Mr. DONATO. Well, at the present time it is hard to tell exactly. I do know, but I didn't bring figures with me. These last 4 weeks, I would say one person made as high as $25 or $28 a week.

The CHAIRMAN. Was that on piece work?

Mr. DONATO. Yes, sir.

The CHAIRMAN. Of course, the pay of piece workers is variable. It is a question of the individual, isn't it?

Mr. DONATO. That is true. I saw a man yesterday pick 29 baskets of cherries at 25 cents a basket.

The CHAIRMAN. He certainly is going some when he does that.

Mr. DONATO. And I had a boy about 17 that picked 18 baskets and none of them picked less than 14.

The CHAIRMAN. What are cherries selling for?

Mr. DONATO. The market is very low at this time. I think it is something around 50 or 55 cents. Some of them bring a dollar, some 90 cents. It doesn't have a stable figure.

Mr. ARNOLD. A basket of cherries is about a gallon?

Mr. DONATO. Well, we sell some at 20 pounds and some at 16 pounds.

Mr. ARNOLD. How many pounds in a gallon, do you know?

Mr. DONATO. Well, that I couldn't say. I think it would be about 10 pounds to the gallon. I wouldn't say that for sure, but I guess that.

Mr. ARNOLD. I was trying to know how proficient they are, because I know when I was a boy I used to pick 20 gallons a day at a nickel a gallon.

The CHAIRMAN. Yes; but that was a very long time ago.

Mr. CURTIS. Cherries are bigger now.

Mr. DONATO. We have some large ones too.

The CHAIRMAN. Mr. Donato, how are you paid?

COMMISSION, SALARY, AND BONUS FOR MANAGING WORKERS

Mr. DONATO. Well, I am paid on three bases—one on commission, another on salary, and another as a bonus.

The CHAIRMAN. I have particular reference to your work in supplying labor. Do you have a retainer?

Mr. DONATO. No, sir; never did in all our years—don't allow that.

The CHAIRMAN. Do you receive a commission?

Mr. DONATO. Don't get no commission from the boss. I only get the money that I work for.

The CHAIRMAN. In other words you do not receive any separate compensation for labor hiring on the farm?

Mr. DONATO. No, no, I do not. Never engaged in that kind of work.

The CHAIRMAN. Hiring is just part of your job, is it?

Mr. DONATO. Yes, sir. I take care of the entire picking of all crops. I am responsible for the entire crop, and I get so much when I work in the cherries and so much when working at strawberries and so much picking apples. I am responsible for all the crops and I get a bonus for that responsibility. If something goes wrong, I have to pay it.

The CHAIRMAN. What about the supply of labor from the South—the colored people? Do you import any up here?

Mr. DONATO. No; I never take anyone from there. I have colored people, but they are all neighbors.

The CHAIRMAN. How do you get your supply of labor? By advertising?

Mr. DONATO. No, sir. The way we used to do, we get them on the farm; for instance, there would be about 10 families on the farm, and one family would tell another, and they would gage themselves. Then they would give the addresses of certain ones and I would go to their houses and get them and bring them in. Of course, our people have been coming here straight for the last 20 years. We generally have the same people. We don't like to change. It is too much work to learn them. We do a lot of things and we like to have people who know how to do it. We don't like to change; and the same people will come here in the month of April.

CONDITION OF HOUSING FACILITIES

The CHAIRMAN. What do you do with reference to housing for the farm laborers?

Mr. DONATO. Well, we have two buildings, and made an apartment out of one building and we give that free—don't cost anything for that.

The CHAIRMAN. Are they good, livable quarters?

Mr. DONATO. Well, I was going to say—I wouldn't say it was bad; it is not a good thing—it is not bad. Of course, we are not here to have parlor rooms and dining rooms and things of that sort, because we are here to make a dollar and work. We don't go there for sport.

Now, if we want to sport we go elsewhere. Now, they are all contented. I have never heard any complaint. The only complaint I have had, to tell the truth about it, is they wanted electricity. We tried to get that, and they wanted so much money this year to put it in that we might as well give them the farm. We thought we would put it in next year if we had it right and there was enough people that come from Philadelphia.

The CHAIRMAN. How is the housing on other farms around there?

Mr. DONATO. Well, there are some very, very good places and some very, very bad places. They have housed some of these poor people in the barns with the cattle and horses. Just took them there and left them. The foreman of that farm picked up 15 or 20 people and take them on the farm and dump them there in the barn and leave them there. Of course, they had large families and they had to take it or leave it.

The CHAIRMAN. Did you say there is a decrease in the labor supply?

Mr. DONATO. Yes, sir.

The CHAIRMAN. About what percentage?

Mr. DONATO. I would say about 80 percent.

The CHAIRMAN. It is likely to become critical, isn't it?

Mr. DONATO. It will, I am sure of that.

The CHAIRMAN. Do you consider the Child Labor Act of New Jersey as it now stands a contributing factor to this shortage?

Mr. DONATO. Well, it is in some places. Now, in our place, of course, we don't allow children, but in a condition as of today we will take a child of 14 or 15 years old where other times we wouldn't have a child that young to work on our farm. It isn't hard work or anything like that, but nevertheless we never had children—always had adults, grown people—but this year we did have some 16 and 15. We have had that size child work on the cherries. Of course, that is the only thing we can put them on. You can't put a child on anything else. Might pick a few strawberries for a couple of hours and leave—get tired.

The CHAIRMAN. Do they have to go up into the tree to pick the cherries?

Mr. DONATO. No; we have ladders and they pick the bottom cherries from the ground and then they get on the ladder and pick the top cherries and the side cherries what they can't reach from the ground.

The CHAIRMAN. It is all hand-picking?

Mr. DONATO. Yes, sir.

FAVORS FEDERAL CONTROL OVER FARM LABOR CONTRACTORS

The CHAIRMAN. Mr. Donato, what do you think about Federal regulations with respect to these so-called farm-labor contractors?

Mr. DONATO. I think it is a marvelous thing, and I think they all ought to be naturalized citizens too.

The CHAIRMAN. And registered?

Mr. DONATO. Yes, sir; and should pay a license and a good fee and a good, decent, responsible person to handle that job, because it is a responsibility if they get places like ours. We handle a lot of money for one thing, and we could have a lot of children that has to be taken care of. We are responsible for the families that come from Philadelphia, and there is a lot of men that have these jobs and they think of nothing but making a lot of money—of course, we all like to make money.

The CHAIRMAN. But there are different ways of making money?

Mr. DONATO. That is right. Now, they will go out and charge them a dollar to get them a job——

The CHAIRMAN. I was very much interested in what you had to say, Mr. Donato, about some of these farm-labor contractors dumping them on a farm and putting them in barns with horses and cattle.

Mr. DONATO. Yes, sir.

The CHAIRMAN. This committee has been in existence for over a year. We first went into New York and then Illinois and Alabama, Nebraska, Oklahoma, and California, studying the general subject of migration of poor people from State to State. So we got a pretty good picture of it, and one of the things that all our witnesses seemed to agree on—mayors, Governors, and workmen—was that the regulation of these so-called labor contractors was a needed reform. Some of the things that were depicted in the testimony were really startling. From Texas and Oklahoma they have taken workers north by the truck load, clear to Michigan without any stops, no more than just to get a bite to eat. Of course they treat cattle better than that, because under the law they have to give them a rest and water and feed them at regular intervals. Isn't that true?

Mr. DONATO. That is true.

The CHAIRMAN. So one of our first recommendations was the regulating and licensing of private employment agencies who take these poor people's money and then shoot them across State lines with a definite promise of jobs, whether there were really any jobs or not.

This committee has introduced a bill in Congress.[1] Hearings are going to be held on that bill and I am very pleased to have a man like you, who knows what he is talking about, say that regulation is necessary.

POVERTY AND DISEASE IN SOUTH JERSEY GROUP

Mr. DONATO. I have seen this much: In 1936 I had another farm with a man by the name of Little, and some of my people got sick and went home, so I asked a cousin of my wife what he was doing. He said he wanted to get away from the place where he was and that there were four or five other families there. I said, "All right, I will send a truck," I said, "and we will go up and get your families."

We went up there in south Jersey and the people I picked up there—children and women—had big sores all over their bodies. I had to take them in here and have them treated medically before we could put them to work. It was right in the town of Medford. We had a good home for the pickers right in the town and we had to have pretty good, clean people there, and I am telling you they weren't fit to go anywhere.

The CHAIRMAN. Where were they living?

Mr. DONATO. They were living in a barn—that is the one I am talking about—and some of these buildings have no windows or nothing. These buildings have been there maybe for 75 years. Those fellows would get these people and run them in there and then go to the farmer and say, "Do you need any help." The farmer would say, "Yes; give me 10 people." He would say, "Here is the people in the house," and sometimes the farmer wouldn't know that these people were in the house.

I wouldn't altogether blame a farmer, because these people take these families and put them there on the farm without even him knowing it. They would say, "We have the families over here in a good house and they will come and work for you here."

Maybe the farmer would only want them for 2 or 3 hours and would tell them they are through, and they would say, "He brought us here to work." The farmer would say, "I don't know anything about that—I just wanted you for a couple of hours—I don't want any pickers." And that is the way they have been doing right along until one of the men was run out of the State. In fact they are after him. I think there are about—I wouldn't say accurate, but I think there are 25 or 30 warrants issued for him.

The CHAIRMAN. Where did he get his pay?

Mr. DONATO. Why, he got his pay by selling the people to these farmers—getting a family and going there and getting five or six or seven dollars for the family and dumping the family there.

The CHAIRMAN. Would he collect anything from those people?

Mr. DONATO. Get a dollar from each person—every grown up—and get a dollar from the farmer—$2.

The CHAIRMAN. Do you know of any cases where they transported people from Florida or the Southern States up into your country?

Mr. DONATO. No; I wouldn't know.

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[1] Text of the measure, H. R. 5510, appears as Exhibit 35, Baltimore hearings.

The CHAIRMAN. But you are in favor of legislation restricting and regulating and licensing labor contractors, Mr. Donato?

Mr. DONATO. I am very much in favor to have men, who do this kind of work, that must be on the "up and up."

The CHAIRMAN. Their activities reflect on people like you, who want to do business in the right way?

Mr. DONATO. That is true; yes, sir.

The CHAIRMAN. That is all.

SAYS MANY LABOR CONTRACTORS ARE NOT CITIZENS

Mr. CURTIS. You said you thought all of these labor contractors should be citizens?

Mr. DONATO. That is right.

Mr. CURTIS. Do you mean to infer that quite a number of them are not citizens?

Mr. DONATO. Exactly.

Mr. CURTIS. Why do aliens get into this kind of work?

Mr. DONATO. Well, do you mean how do they get in the work?

Mr. CURTIS. How does it happen there are so many aliens doing that sort of thing?

Mr. DONATO. They are men that have been aliens—don't become citizens. There is one man in particular that I have had work for me the last few years—didn't have a job in the city of Philadelphia for 25 or 30 years and this year he got a job at 80 cents an hour, and he has been working on the farm and is now getting big money over there. He went there in Philadelphia and he is not a citizen and his whole family is getting big wages there now.

Mr. CURTIS. But I was referring particularly to the contractor himself.

Mr. DONATO. The contractor himself? There are two that quit here, that couldn't get any more pickers. They had to leave the place—they weren't naturalized.

Mr. CURTIS. Now, these people who were living in the barn that you referred to, were they colored or white?

Mr. DONATO. White.

Mr. CURTIS. And where did they come from?

Mr. DONATO. From Philadelphia.

Mr. CURTIS. That is all.

Mr. ABBOTT. Mr. Donato, if I understood you correctly, you estimated that the labor shortage would be about 80 percent.

Mr. DONATO. Exactly.

Mr. ABBOTT. Did you mean to say it would be 80 percent less than last year?

Mr. DONATO. That is right.

Mr. ABBOTT. Have you talked to growers, or is that from State officials, or just your own observation?

Mr. DONATO. No; I haven't talked to anybody.

Mr. ABBOTT. I was wondering how you arrived at that particular estimate.

Mr. DONATO. Well, I will tell you how I arrived at that. I always engage from 45 to 50 people, and this year from Philadelphia I only bring in 14. You see, I lost 2 out of that 14, which left me with 12, and under that I figured it wouldn't be any more than 80 percent less than last year. It will probably be more or less in tomato season.

Mr. Abbott. Your opinion on the shortage is based on your own particular experience?

Mr. Donato. Yes; and on the other farms that surround me—10 or 15 different farms that I know always hire 40 or 50 or 60 people, that they only will have 10 or 12 or 14 or something like that, and some only have 6.

Mr. Abbott. That is all.

The Chairman. Thank you very much, Mr. Donato. We appreciate your coming here.

Our next witness is Mr. Vaughn.

TESTIMONY OF POSTELLE A. VAUGHN, SENIOR INTERVIEWER, FARM PLACEMENT SECTION, PENNSYLVANIA STATE EMPLOYMENT SERVICE

The Chairman. Mr. Vaughn, Congressman Curtis will interrogate you.

Mr. Curtis. Will you please give your full name to the reporter?

Mr. Vaughn. Postelle A. Vaughn, senior interviewer, Farm Placement Section, Pennsylvania State Employment Service.

Mr. Curtis. How old are you, Mr. Vaughn?

Mr. Vaughn. 40.

Mr. Curtis. Where were you educated?

Mr. Vaughn. University of Illinois.

Mr. Curtis. How long have you been an interviewer for the farm placement service?

Mr. Vaughn. Well, I have only been interviewing for the farm placement section about a month. Up until this year our service has had very little farm work to do. I think we placed on an average of about 15 or 20 people a year up until April this year.

Mr. Curtis. Where is your office located?

Mr. Vaughn. 253 North Broad Street, Philadelphia.

Mr. Curtis. How long have you been with the State employment service in some capacity or other?

Mr. Vaughn. I have been with them since December 12, 1938.

Mr. Curtis. What was your business before that?

Mr. Vaughn. Well, I worked for the W. P. A. as an interviewer; I worked for public assistance as relief investigator; been principal of a school; and I have taught school.

Mr. Curtis. In your work with the W. P. A., and as a relief interviewer, were you primarily dealing with colored people?

Mr. Vaughn. I handled everybody.

Mr. Curtis. That was in Philadelphia?

Mr. Vaughn. Philadelphia.

Mr. Curtis. You have a prepared statement for the record which will be printed in full in our hearings.

(The prepared statement referred to above is as follows:)

STATEMENT BY POSTELLE A. VAUGHN, SENIOR INTERVIEWER, FARM PLACEMENT SECTION, PENNSYLVANIA STATE EMPLOYMENT OFFICE

In previous years the Pennsylvania Employment Service did very little in the way of farm placement. We were aware of the large migration of workers into

New Jersey, but this had been handled for a long time by padrones who contracted with the farmers to supply a large number of families, chiefly Italians. In addition to these, a smaller number of Negroes moved up the Atlantic coast following the harvest season and were available when the peak was reached.

This year, probably because of the expansion of the defense program, the sources which formerly supplied this farm labor seem unable to do so.

On April 25, 1941, we received a letter from H. J. Lepper, administrative assistant suprvisor, contact and clearance, New Jersey Employment Service, asking our assistance in recruiting farm workers. With this letter Mr. Lepper attached 2 orders for harvest hands from the Kings Farms Co. and the Starkey Farms, both of Morrisville, Pa. The number of workers needed was 750. Mr. Lepper noted that these workers in previous years had been recruited in and around Trenton, N. J. However, due to an existing shortage in farm workers, the New Jersey office would not be in a position to furnish the number.

These orders were referred to Mr. Edwin C. Bair, Jr., manager of the Doylestown, Pa., office which services the Morrisville area. He advised that there was no possibility of finding this number of farm workers in his district. The Philadelphia Central Placement Office then offered to assist in recruiting the necessary workers in and around Philadelphia. Mr. Bair contacted the two employers and discussed this suggestion. Both employers were reluctant to come to Philadelphia with trucks or provide any other transportation for workers from Philadelphia to Morrisville. They did not feel at that time that shortage was acute enough for such measures.

CALL FOR 2,000 FAMILIES TO PICK STRAWBERRIES

On May 15 we received clearance order No. 41–835 from the New Jersey State Employment Service. This order called for 2,000 families to pick strawberries for various employers; and noted that strawberries would be ready between May 20 and 26. We were instructed to notify the administrative office in Trenton giving full information regarding the families, number available, and whether or not they were experienced. We at once made a survey of our active and inactive registration files to ascertain how many persons were registered in all the farm classifications. Although there were 1,500 persons in our active and inactive files this number proved far from adequate. It was then decided that if our office was to be able to handle the order, a recruiting program was necessary. The radio, the newspaper, the department of public assistance, and the Negro research unit cooperated in this program.

On May 29, Mr. John W. Bugdal, interviewer in the New Jersey State Employment Service, reported to the Philadelphia Central Placement Office to assist us in recruiting and referring farm workers to New Jersey employers. Arrangements were made at that time to have wokers available on June 2, so that employers could pick them up at our office. Six employers reported on that date and 28 workers were hired. In each case, the employer either transported the workers himself or furnished some other means of transportation.

Arrangements were discussed with Mr. Bugdal for referring additional farm workers on June 6. He had been assured by the local offices of New Jersey State Employment Service, that between 15 and 20 farmers would be in Philadelphia at 2 p. m. on June 6 and would need approximately 100 men. Between June 2 and June 6, we recruited a number of workers telling them to report at our office with whatever clothing they wished to take since they would be transported directly from the office.

At the appointed time about 75 workers reported, many with their clothing in bags or bundles. However only 2 of the employers reported. One of these employed 1 man, the other 3. The remainder of the group were decidedly disappointed, and some remained for at least 2 hours hoping the employers would still arrive. They were all assured that opportunity would be offered them later.

On June 9, representatives of the Philadelphia office of the Pennsylvania State Employment Service attended a conference called by Robert S. Eunstein, chief, Educational Section, State agricultural conservation office, of the Agricultural Adjustment Administration. Attending this conference were farm leaders, persons from National Youth Administration, Department of Public Instruction, State employment service, Work Projects Administration.

FARM LEADERS WORRIED ABOUT HARVEST

The farm leaders were very much concerned about where they would be able to secure workers to harvest their crops. One stated that even while the conference was in session, his alfalfa crop was being spoiled because of his inability to secure persons to cut it. Another mentioned strawberries rotting on the vines because of a scarcity of pickers. So acute was the problem that draft boards were being petitioned to consider as a reason for deferment the fact that a selectee might be a key man on the farm.

To these farm leaders the State employment service offered its cooperation in recruiting workers for them.

On June 23 our office received clearance order No. 3–274, asking that we recruit 500 snap-bean pickers for a farm in Bridgeton, N. J. We began immediately to plan to fill this order.

During the week of June 16, the Philadelphia Department of Public Assistance issued a release stating that all nonfamily persons on the relief rolls would be dropped by July 15. This would mean that approximately 1,900 men and 700 women would be affected. This group represented to us a possible source of labor supply. Arrangements were made with relief authorities to call in for an interview, the men affected by the July 15 deadline. These men would be told of the opportunity of employment in the bean fields. The acceptance of this employment was left to the men. No coercion was used whatsoever, and the men who chose to accept the work were referred. It is interesting to note that 2 out of 3 of the persons interviewed the first day were hired. One hundred and fifty persons were to be ready to report Thursday, June 26.

Interviewing of workers was to be continued on Thursday and Friday and indications were that we would be as successful as on Wednesday.

Probably an added incentive for the workers was the fact that the employer is willing to transport them between Bridgeton and Philadelphia each morning and evening.

This order is the first large one with which we have been confronted. Our experience with it convinces us that we will be able to handle others of similar size.

POTENTIAL LABOR MARKET

In considering the labor supply serious consideration should be given the large number of young men between 18 and 25. Many of these persons still interested in school are now on vacation. Many of them need money to continue their education in the fall. They are enthusiastic about any type of work over the summer months. In handling the order for the bean pickers, we were surprised at the number of these young men who were willing to go. Some had been referred by boys' groups, others had heard of the opportunity through their friends. In no instance did the idea of farm work have to be sold to them. In every case they were very anxious to go.

We feel that there is a large number of these, whiling away their time on city streets because of lack of job opportunities. The supply has hardly been touched.

The Negro labor market also furnished a large potential supply. This is true of the group 18–25, and 45–55. Many of the older group are originally from the South and have had experience on farms. This group is largely unskilled and probably will not be materially affected by expansion in the defense industries. At present they make up at least 50 percent of the relief rolls in Philadelphia. They are for the most part conscientious workers, and would welcome an opportunity to find employment.

FACTORS AFFECTING PHILADELPHIA LABOR SUPPLY

If the Philadelphia labor supply is to be utilized, several factors must be considered.

I. Time factor: Farmers needing harvest hands must plan far enough ahead of their peak season and advise us of those needs. This will allow ample time for recruiting.

II. Transportation: If possible, arrangements should be made to transport workers daily to and from Philadelphia. Since a large number of persons prefer not to give up their living quarters in Philadelphia this arrangement would enlarge the source of supply.

III. Living quarters: Those farmers who expect to furnish living quarters must furnish comfortable ones. Army cots would be adequate for sleeping facilities, but stories of one farmer having his workers sleeping on the floor may result in a "souring" of workers toward living on the farm.

IV. Types of workers: Farmers who have used families before, may have to adjust their plans to use single men, since families will be much harder to obtain. This same condition is true when considering the race of the workers. Farmers who have heretofore used mostly Italian families, may have to use Negro boys and men.

V. Wages: Farmers must also bear in mind that labor costs are increasing. Most people would prefer remaining at home if they can secure employment at the same pay. Industry is a large competitor for the same workers that the farmer needs. Hence he may have to increase the price to be paid.

The Philadelphia Central Placement Office feels that if these things are taken into consideration, we will be able to help alleviate the farm labor shortage. To this end we offer our facilities and cooperation.

Exhibit A.—Farm Labor Referrals

REPORT BY GUY H. BLOOM, EXECUTIVE DIRECTOR, PHILADELPHIA COUNTY BOARD OF ASSISTANCE, PHILADELPHIA, PA.

July 2, 1941.

On Monday, June 23, 1941, the Pennsylvania State employment office made known to this agency that it had in its possession an order calling for 1,000 to 1,500 farm hands from —————, a farm located north of Bridgeton, N. J. These persons were required immediately, and the first assignment would be as bean pickers.

The State employment office advised that a slow worker would have little difficulty in earning at least $2 per day, the average worker $4 per day, and the good worker $6 per day. It was stipulated that free transportation would be provided by truck from Philadelphia to the farm and return.

In view of the recent ruling by the State board concerning persons between the ages of 20–40, it was decided to offer this work to those persons, and steps were immediately taken to interview and make referral for job placements. In addition to persons in the age group 20–40, notices were sent to lone persons up to 55 years of age.

The first interviews were scheduled for 2 p. m., Wednesday, June 25, and continued until 10 p. m. that day. On Wednesday 204 persons responded, of whom 133 agreed to accept jobs. Persons accepting were instructed to meet the truck at Delaware Avenue and South Street at 6 a. m., Thursday, June 26. Approximately 80 persons reported and were transported to the farm.

"FIELDS ALREADY PICKED," EARNINGS 60 CENTS

On Thursday, June 26, 261 persons were interviewed, of whom 152 were selected. These persons were instructed to report to the truck on Friday, June 27, at 6 a. m. Approximately 100 men reported on Friday and were taken to the job. However, on the same day, we commenced to receive reactions of persons taken to the job on Thursday. Their complaints were all similar, namely: "Fields had been picked previously and the average worker could not earn more than 60 cents per day." These complaints continued throughout Friday.

Definite arrangements had been made for one or two trucks to pick up persons on Saturday and Monday, but the farmer was dissatisfied with results and failed to send out the trucks. Consequently, men reported both Saturday and Monday mornings, and no truck was there to meet them.

Arrangements were made for Mr. John J. Fitzgerald, of the relief work program to meet the truck on Monday morning, to make a survey to determine how many in the group had worked on the previous Thursday and Friday. In questioning the men, it was learned that none of them had previously reported. When the truck did not arrive, these men were told to return to their homes and await further instructions.

INVESTIGATION AT THE FARM

Contact was immediately made with the State employment service outlining reactions of the workers, and arrangements were made to make an investigation at the farm of actual conditions. A meeting was held 9 a. m., Tuesday, July 1, 1941, in the office of Mr. Roland Kirchoff, manager of the New Jersey Employment Service, 20–22 Commerce Street, Bridgeton, N. J. In attendance were: Mr. John W. Bugdal, field representative, New Jersey State Employment Service, Trenton; Mr. Donald Bostock, manager, Pennsylvania State Employment Service, Philadelphia; Mr. Grover Heinzmann, agriculture field contact man, New Jersey State Employment Service; Mr. Stephen Adams, interviewer, New Jersey State Employment Service; Mr. Roland Kirchoff, manager, New Jersey State Employment Service, Bridgeton; Mr. Fitzgerald, acting assistant manager, R. W. P., Philadelphia; Mr. Raymond Klauser, acting manager, R. W. P., Philadelphia; and ————, general manager, ———— farm, Bridgeton.

The reason for the meeting was outlined to Mr. ———— by Mr. Bugdal, after which numerous questions were asked of Mr. ———— concerning the men sent from Philadelphia.

SAID MEN WERE NOT QUALIFIED

Mr. ———— stated that as far as he is concerned, the type of men supplied by us was a detriment to the farmer rather than a help. He first felt that there might be some persons in a large group of this type who have had a peasant background, or who migrated from the South, whom they might use to advantage. He stated that out of approximately 200 persons, there were only 4 or 5 that he would consider qualified as bean pickers. However, he found that only one of these was able to earn as much as $1.40 during the day.

When questioned as to why this person, who was supposedly qualified, was able to earn only $1.40, he was reluctant to say more than "possibly the man was not too anxious for work." He admitted that the fields in which these persons worked had been previously picked, but at the same time insisted that it has been their experience that second yields have been greater than the first, and third yields better than the second. This was rather questioned by the New Jersey State Employment Office representatives who were in attendance.

LESS USEFUL IN TOMATO FIELDS

Mr. ———— was also questioned concerning the possibility of using this type of farm labor for tomato picking, corn, etc., and his reply was that they would be less useful for that type of work, inasmuch as it required more experience and knowledge of just what was ripe for picking. Mr. ———— stressed the fact that there is a very acute shortage of farm labor. Inquiry was made as to just what steps the farmers were taking to overcome this shortage, it being pointed out that this condition may exist for several years to come. Mr. ————'s reply was that the solution, as he saw it, would be to plow under, and in future years, to plant less. He agreed that farm labor was far less attractive than that of other industries, but could mention nothing that the farmers were doing in order to make the work more attractive. I believe there is little doubt in the minds of all persons who attended this meeting that ———— farm has its regular corps of migratory workers that do this type of work, year after year, and that these persons are given the cream of the crop, and the additional persons, such as we were supplying, would be used to clean up.

I have personally talked to from 10 to 15 workers who went to the job on Thursday. There is no doubt in my mind that these persons were all sincere and willing to work, but the limit of earnings was so small that they were fully within their rights in not returning. It was suggested to Mr. ———— that some of these persons be scattered among experienced workers where they could actually see the so-called earnings of others. Mr. ———— claimed this to be impracticable. Such an arrangement would break down the morale of the experienced worker rather than build up the morale of the unskilled worker. He flatly refused to consider such arrangement. This was considered by persons in attendance as additional evidence that the cream of the crop was going to a certain group, and the additional persons furnished were used to clean up. We understand that the supply of persons for this type of work from Camden is now exhausted.

After the meeting a brief inspection was made of some of the fields and several members of the New Jersey State Employment Service, who are familiar with this type of work, were quite ready to agree with the workers that a fair wage would be impossible.

EMPLOYABLES WILLING TO WORK

I believe that this mass referral has indicated a definite willingness on the part of employables on the assistance rolls to accept employment. It must be remembered that it was necessary for persons accepting this work to meet a truck in downtown Philadelphia at 6 o'clock in the morning. From the average location, this would require that a person arise at 4:30 a. m. After meeting the truck, these men were required to ride approximately 2 hours before they reached the job; no conveniences in the way of seats were provided. Even under these conditions, there was not a single complaint registered by the recipients concerning transportation facilities or the long number of hours from the time of leaving home in the morning until arriving home at night. It is my firm conviction that had there been an opportunity to enjoy earnings anywhere approaching those mentioned, that plenty of help would have been available for farm labor.

The following table will give a brief analysis of recipients' response concerning this order:

Notices sent		2,273
1. Interviewed		1,728
Accepted	909	
Rejected, refused, or unable to accept for various reasons	819	
2. Letters returned for better address		54
3. No response		[1] 491

[1] On Friday, June 27, after notices had been mailed, a half holiday was declared in memory of Dr. Shaw, State director of health. It is possible that a number of persons reported on Friday afternoon but were not interviewed, due to office being closed. Furthermore, due to hot weather, the State employment office was closed at 4 p. m., instead of the usual 5 p. m. on June 30, July 1, and July 2, which, no doubt, accounted for additional persons not interviewed.

TESTIMONY OF POSTELLE A. VAUGHN—Resumed

Mr. Curtis. Just briefly stress the high points at this time, please.

Mr. Vaughn. I have already mentioned the fact that farm placement to us is a new thing. We don't claim to know a lot about it, because we are just going into it.

We were brought into it by a letter from Major Lepper, of the New Jersey State Employment Office, telling us of the shortage of labor on farms which is expected during the year. He first wrote to us on the 25th of April. He sent us two orders from farmers around Morrisville, who said they needed 750 laborers.

Heretofore they had recruited these laborers in and around Trenton, but because of the expansion in the defense industries, they said they would be unable to do that this year and would need some assistance in finding the workers.

We immediately sent that order to our branch office close to Morrisville, and asked them to investigate.

We also offered to recruit labor in Philadelphia for these farmers on condition that they would transport them to Morrisville.

The farmers at that time did not feel that the shortage was going to be acute enough, and for that reason they turned down our proposition.

Some time later we had another communication from New Jersey, telling us of an expected shortage of strawberry pickers. They sent over a young man to assist us in recruiting strawberry pickers for the State of New Jersey, and we circularized people in Philadelphia. We took their names from our inactive and active files and wrote letters to them, inviting them to come in so we could discuss with them the matter of working on the farm.

The man from New Jersey and some of his people were to come back at a subsequent date, accompanied by a number of farmers who were to take these workers from the floor and bring them over to New Jersey, where they would stay. On June 2 they made their first trip, and I think 6 farmers showed up, and we were able to send approximately 50 people. The farmers were to come back again on the 6th, bringing with them about 20 other farmers, and they would need at least 100 workers.

We recruited during the intervening time the 100 workers the farmers had said they wanted. We had told the men the amount of money they could earn, and we even advised them to come in at a certain time with their clothing and whatever other facilities they needed, and be ready to go.

FARMERS FAILED TO TAKE WORKERS

It so happened, however, that after these people came in with their bags and suitcases, and so forth, only 2 or 3 farmers showed up. One man took 1 person, and another one took 3, which meant we had over 70 people sitting around, waiting to be transported to jobs that the State employment office had promised them existed.

Mr. Curtis. How do you account for that? You don't infer that anybody willfully wanted to deceive these workers, do you?

Mr. Vaughn. I don't know why they didn't show up.

Mr. Curtis. It was seasonal work?

Mr. Vaughn. Seasonal work; yes. Here in New Jersey the State employment office had talked to the farmers and had been promised by the farmers they would be there at the time to pick up the workers and bring them to New Jersey.

Mr. Curtis. How far would they have to travel, approximately?

Mr. Vaughn. Approximately 40 miles. They weren't to go back and forth each day, but they were willing to come to New Jersey and stay for the duration of the picking season.

Mr. Curtis. Have you made any inquiries with reference to crop conditions, to learn whether or not any unexpected event had affected the crop?

Mr. Vaughn. No; we haven't any information on that. We understood at the time we were sending the workers that if the farmers didn't get them, the crops would be lost.

Mr. Curtis. I have no reason to defend anyone who might willfully deceive people who want jobs. But I believe it was Major Lepper who yesterday made reference to the fact that a great many of the strawberries burned up and were never harvested this year. Now, I don't know whether he was speaking concerning the area in which you had your experience or not.

Mr. Vaughn. Well, that is probably true. It was very hot about that time. That could have happened.

CONFLICTING VERSIONS OF FARM EARNINGS

Since that time we have been asked by another farmer in New Jersey, a very large farmer, to assist him in getting some bean pickers. He told us that it was possible for men to earn somewhere between $2 and $6 a day at the rate of 20 cents for ⅝ bushel basket; that anybody could earn $2 a day, and a good man could earn $4 a day, and an exceptionally good man $6. On the basis of that information we went into the matter of recruiting workers, and beginning on Thursday, we recruited 100, and about 50 on Friday, and some more were supposed to come down today.

However, our work was a little bit handicapped because we had some of the men who returned from the farm, and their story was entirely different. There were at least 15 men who came back to the office, after having been down to this farm. Their chief complaint was against the manner of transportation. They had been transported 41 miles in a truck in which they had to stand. Those who stood around the edge of the truck had something to hold on to, and it wasn't so bad, but those in the middle had to do a balancing act in order to keep from falling down.

In fact, one of the men said that had it not been for one of the young men, who noticed that the coupling of the trailer was about to work loose, there might have been a serious accident. He was able to attract the attention of the driver, who stopped the truck and fixed it.

The second complaint was about the amount of money that they made. Instead of $2 to $6, the men to whom I talked yesterday earned from 20 cents up to 60 cents. They said that in the first place, those persons who were transported had been placed in a field that had been thoroughly picked before, and what beans were left were very small. One man said it took him 3½ hours to pick one basket.

The little money they did earn they spent, because someone came around in the heat of the day selling hot dogs at 10 cents each, and soda pop at 10 cents a bottle. That meant that at the end of the day, instead of having actually earned money, some came up with a loss. One man borrowed a dollar in order to get to the place of transportation and to buy his lunch during the day. He had earned 80 cents that day.

You can imagine the success we might have had trying to sell these other people in the office the idea of coming to New Jersey when we had 15 people in the office at the time telling of such experiences.

CLAIM OTHERS EARNED $3 DAY

Mr. Curtis. How many of that crowd, altogether, had you sent over?

Mr. Vaughn. On that particular trip there were 77.

Mr. Curtis. Have you ever talked to the other 62?

Mr. Vaughn. No; we only talked to those who came back in voluntarily.

Mr. Curtis. How long have the other 62 been over there?

Mr. Vaughn. We sent the first group on Thursday of this week.

Mr. Curtis. Have you communicated with the New Jersey office?

Mr. Vaughn. Yes, sir; we called Major Lepper, and he in turn called the farmer, and the farmer said, according to their records, that the men had earned on an average $3 that day. It may have been that this particular group which came back to us had been placed in a field that had been thoroughly picked before, and for that reason had been unable to earn more money.

Mr. Curtis. You don't know whether the 62 found it satisfactory or not?

Mr. Vaughn. No; we don't know. I do know, however, that yesterday a reporter from one of the newspapers came to our office, as they were expecting a picket line out there because of the large number of these people who had come back from New Jersey and were protesting against being sent over to New Jersey on a farm when the wages were about 40 cents a day. It so happened that the office closed at noon yesterday, and the picket line was supposed to form around noon, so I don't know whether it actually formed or not.

TO CHECK UP ON RESPONSIBILITY OF FARMER

The Chairman. Where does the actual blame lie for sending those men over there under those circumstances?

Mr. Vaughn. You see, when an employer gives us an order we accept it at its face value. We accept it as a bona fide order, and when they say a man can earn from $2 to $6 a day we assume that that is true. We told that story to the men—that we expected them to earn at least $2, and that if they worked hard we expected them to earn more than that.

I don't know who is to blame for it. I don't know whether the story was willfully told to us or not.

Mr. Curtis. Do you think Major Lepper was inaccurate in his statement that the average picker earned $3 that day?

Mr. Vaughn. I wouldn't say that, but Major Lepper got his information from the farmer himself. I wouldn't say Major Lepper was inaccurate. It may be possible by those who were put in a good field.

Mr. Curtis. Does your office expect to drop in on the farmer and find out what the situation actually is?

Mr. Vaughn. Yes, sir; I plan to make a trip myself next week so I can get some first-hand information as to living facilities and the crops and the amount of money a man can actually earn. I would like to talk to the men themselves, in the field, and get their story.

Mr. Curtis. Do you expect to inspect the books of the farmer?

Mr. Vaughn. We could hardly do that . If we were in Pennsylvania we probably could, because we have a right to go into and look at the wages paid to the workers; but coming into New Jersey we couldn't do it.

We may be able to get the New Jersey Employment Service to do it for us.

Mr. Curtis. Well, it seems to me that in fairness to the workers and the farmers both, that should be done.

Mr. Vaughn. We have definitely decided to investigate before sending this large group of workers over there. We don't think it is fair to the workers to have them come over on our story that they can make a living wage, and then come back at the end of the day with their efforts absolutely wasted.

Mr. Curtis. Where do you get all these workers you send over there?

WORKERS FROM PUBLIC-ASSISTANCE ROLLS

Mr. VAUGHN. At various places. The group we sent over this week was made up of a large number of families registered with the department of public assistance. They have decided in the State of Pennsylvania to eliminate from the relief rolls everyone between 20 and 40. They are to go off on July 16.

They made the announcement 1 week before we got the order from New Jersey that all these bean pickers were needed. We felt that these men, who were getting from $2.40 to $4.80 a week, if they had an opportunity to earn from $2 to $6 a day, would gladly accept it. So, we went out to these people. We sent letters to them, and invited them into the office and explained this opportunity.

I think at least 66⅔ percent of the men were willing to come over and give it a trial.

Mr. CURTIS. Had they had any farm experience?

Mr. VAUGHN. Some had and some hadn't.

Mr. CURTIS. How about the 15 who came back?

Mr. VAUGHN. I would say for the most part they had not had experience.

Mr. CURTIS. What had they been doing?

Mr. VAUGHN. Various things. For the past 5 or 6 years they have probably been doing nothing.

Mr. CURTIS. Have people of that same type been going over and getting New Jersey farm work in years gone by?

Mr. VAUGHN. No. These people, for the most part, had never been in New Jersey.

Mr. CURTIS. You were tapping a new source?

Mr. VAUGHN. Yes.

Mr. CURTIS. How does it happen that farmers haven't used your placement service in the years gone by?

FARMERS HAVE USED LABOR CONTRACTORS

Mr. VAUGHN. They have always dealt with labor contractors, and in the past, for the most part, they have used families.

Of course we don't deal with people as families, but as individuals. They have used, for the most part, I think, Italian families, and then there has been a large group of Negroes who were transported up from Virginia and North Carolina into the State.

They may not, for that matter, have known much about the service. I was surprised when I attended a conference not long ago and the farmers actually didn't know the Employment Service would help them.

Mr. CURTIS. Have you ever had any farm experience?

Mr. VAUGHN. No; I have worked in a garden, but I never have had any farm experience.

Mr. CURTIS. Farming presents some problems that other employment does not; isn't that true?

Mr. VAUGHN. Yes; it does. There are several reasons for that. If we get an order from an industrial plant, we know what we are offering the men. They tell us that they will pay a man 35 cents an hour, or 80 cents an hour, and that he can earn a definite amount of money each week. He also doesn't have to leave his home. He probably gets up in the morning and catches a trolley and goes to work and comes back at night.

Now, with these farmers, in the first place most of them work on a piece-work basis. If it rains, the man is out of luck. If he doesn't produce the amount of work necessary to earn a good living, of course he doesn't earn it.

In the first place they don't give us enough time to fill the orders.

Mr. CURTIS. Can the farmer gage the time exactly when beans or berries will be ripe?

Mr. VAUGHN. They may not be able to gage it exactly, but it seems to me that there is an approximate date when the berries and beans are ready to be harvested. Hence they could tell us within a period of 2 weeks.

If we were told, for example, their needs on the 25th of July—that between the 25th day of July and the 8th of August a certain number of workers would be needed—we will proceed to plan for supplying those workers. The farmers must not do as a man did the other day who called me at 11 o'clock and said that at 2 o'clock he would be in our office and would want 15 cherry pickers. That was absolutely impossible.

It happened, though, that with a little scouring around and scouting around after office hours, we were able to give them to him the next day.

Mr. CURTIS. Do you think the farmer should be compelled to pay for waiting time if he can't judge exactly when these people are going to commence work?

Mr. VAUGHN. No; I don't think that.

Mr. CURTIS. He is not able to do that, is he?

Mr. VAUGHN. No; he couldn't do that.

Mr. CURTIS. We had some testimony yesterday in reference to strawberry picking. It developed that it cost $1.20 to pick a crate of strawberries, and the cost of the crate was 51 cents, and the farmer sold the berries for $2. That creates a unique problem, because the farmer is helpless to do anything about it and therefore he can do nothing to increase his income. He can't pay additional wages or pay waiting time while waiting for the crops to mature or ripen.

Mr. VAUGHN. No; he can't do that. You see, a great many of these people are already out of work, so they really haven't lost anything while they are waiting to go to a farm. It is just a matter of getting them together and having them ready at the time they are needed. If the farmers plan their requirements intelligently, then I think they would be much better off.

Mr. CURTIS. Well, a labor shortage is a new experience for the farmers, isn't it?

Mr. VAUGHN. Yes, sir; I am afraid it is. They have had a rather full market in the last eight or ten years. They could pick up what they wanted when they wanted it.

400 WORKERS PLACED ON FARMS THIS SUMMER

Mr. CURTIS. About how many workers have you placed on the New Jersey farms this summer?

Mr. VAUGHN. Including the ones we are placing this week, I would say approximately 400.

Mr. CURTIS. Did any come back, other than these 15 you mentioned?

Mr. VAUGHN. Yes; it so happened that most of the 400 have been placed in the past week. Of the small number we placed before, I have had at least one complaint on housing.

This man had been taken down to pick strawberries and he came back and said he was housed in a barn and he was given just a pile of straw on which to sleep. The barn was very airy and it happened to rain and the water blew through the cracks in the barn.

There were three others who came back—three out of four we sent to a farmer—and they complained in the first place against the living facilities and in the second place because they were not able to earn very much money.

Mr. CURTIS. About how many could you have placed, had the demand been made?

Mr. VAUGHN. I suppose we could have furnished three or four thousand. Of course there are some conditions to that. I mean the labor supply would have been there, but there were several things the farmers would have had to have done. One of them was to pay them something like a liveable wage, and if they were to live on the farm they would have had to furnish them at least clean and comfortable quarters—not luxurious quarters, they don't expect that—but at least a cot, rather than a bundle of straw on which to sleep.

They would also have to provide some sort of cooking facilities, and not, as one man told me, a cook stove out of doors. I don't know how they cooked if it happened to rain. But they must give them something that is decent to live in. If they are going to transport them back and forth each day, they have got to furnish them at least comfortable facilities. You can't expect a man to ride 82 miles a day standing up and be able to produce a full day's work the next day. He would be worn out before he got to the farm, riding on the truck.

Another thing is they must give us time. We must send letters out to these people, or we have to go out and recruit them in other ways. We just can't pick them up off the floor. We can't furnish a man 300 men tomorrow. We may be able to furnish him 300 men next week, but we must be given the time in which to do our own planning, and we must be perfectly sure that the story which the farmer gives us and which we relate to the workers is a true story.

Mr. CURTIS. Of course, that goes for everybody's story, doesn't it?

Mr. VAUGHN. Yes; I am sure of that.

Mr. CURTIS. That is all.

The CHAIRMAN. Mr. Arnold.

ABILITY TO WORK QUESTIONED

Mr. ARNOLD. How can a farmer give you a true story? You say these men who came back had been on relief maybe 5 or 6 years, and hadn't worked, and of course they went out there to do pretty difficult work, bending over, picking beans. This farmer told you they could earn from $2 to $6 a day, but maybe he didn't realize he was getting men who had not been accustomed to working.

Mr. VAUGHN. But as we understood it, rather poor workers could earn $2 a day, and good workers could earn from $4 to $6. I don't see where we would have had so much complaint had these men been given an opportunity to earn more money.

Now, I am inclined to believe the story that these men told me because it came from so many different sources.

Mr. ARNOLD. Maybe some of these men didn't know what beans looked like.

Mr. VAUGHN. I doubt that; they buy them in the market, you know. But to put a man in a field that has been picked over isn't very conducive to have him stay down there, especially when it happens the first day he goes there.

The CHAIRMAN. Do you know of any other instance, Mr. Vaughn, where workers were sent into fields that had already been picked?

Mr. VAUGHN. No, sir; that is our first experience with that. That is our first large experience in farm placement at all.

The CHAIRMAN. What is the average size of these farms?

Mr. VAUGHN. This particular farm is 10,000 acres. They employ at the peak season about 2,000 workers.

The CHAIRMAN. And what housing facilities are there for these workers?

Mr. VAUGHN. I don't know. This particular group of workers were to be transported to and from Philadelphia each day. I think they do have some housing facilities. Next week I intend to see what they are.

CAN ANTICIPATE NEED FOR HOUSING

The CHAIRMAN. It seems to me that these farmers who employ seasonal workers can anticipate each year that they will need some reasonable housing facilities.

Mr. VAUGHN. That seems to me especially true of a farm where they have anywhere from 500 to 10,000 acres, and where they know they are going to need anywhere from 50 to 2,000 workers. They are not farmers who began work this spring; they are men who have been in business for a long time.

The CHAIRMAN. Do you know anything about the situation involving the oyster shuckers?

Mr. VAUGHN. No; I don't know anything about that.

The CHAIRMAN. I think you might well look into that situation.

Mr. VAUGHN. And we are going to do that.

The CHAIRMAN. These are times when we want to keep up our national morale. We just can't afford to fool people. Those housing conditions are deplorable, no question about that.

INTRODUCTION OF EXHIBITS

Mr. ABBOTT. Mr. Chairman, I have material which has been submitted to the committee by various parties. One file contains statements and material by expert witnesses, which I would like to submit for the record.

(The statements and material referred to above appear in this volume in the order of testimony of the respective witnesses.)

In addition, Mr. Chairman, I have a file of material from sources not represented in the testimony which I should like to submit for the record.

As exhibit 1, I submit a report by Mr. John L. Irwin, executive director of the Trenton Community Chest, concerning the effect of the national-defense program on Trenton community facilities.

(The letter referred to above is as follows:)

EXHIBIT 1.—EFFECT OF DEFENSE PROGRAM ON TRENTON COMMUNITY FACILITIES

REPORT BY JOHN L. IRWIN, EXECUTIVE DIRECTOR, TRENTON COMMUNITY CHEST

JUNE 26, 1941.

The Family Service Association, through its travelers' aid division, works with moving people and its experience shows that the national-defense program has increased and magnified the problems of people in transit. This is especially true of Trenton, by reason of the fact that it is an industrial city and is located near a fort area.

Migration has its positive side in that it brings to a community a number of people who are adequate in every respect and are able to make a valuable contribution in service and leadership to the life of the community. On the negative side, there may be enumerated the following problems resulting from defense migration:

(1) Workmen stranded because of lack of funds until first pay is received, or because they have not understood terms of contract before coming to the community.

(2) Individuals and families find difficulty in securing adequate housing. This affects residents and nonresidents alike.

(3) Women and their children come to Trenton to be near their husbands at Fort Dix and are not economically secure.

(4) Children of families on the move are often malnourished because of improper diet. Also, they often present school problems.

(5) Our recreational facilities are taxed to the limit. When used by transients, it often means that regular residents are barred because of inadequate facilities.

(6) Shortage of houses has a tendency to increase rents which, in turn, increases the budgetary needs of people known to social agencies as well as those who are not known to social agencies.

(7) hysical health problems are exaggerated because the migrant resorts to medical treatment only as a last resort. Even then health agencies often hesitate to assume responsibility for nonresidents.

(8) Young and old are lured to an industrial center to seek work or to affiliate themselves with defense programs, without sufficient money to carry them until permanent connections are made.

ANALYSIS OF PROBLEMS

In analyzing the above problems, it is the finding of the Family Service Association that—

(1) The community is reluctant to assume responsibility for those who do not belong.

(2) The lack of uniformity of State laws and municipal procedures in public and private agencies has a tendency to create problems of assistance. In some cases the law is ill-adapted to the existing economy and in other cases, the interpretation of the law may vary between States and municipalities.

(3) Failure of individuals to orient themselves properly to new environments.

(4) Health organizations, because of limited funds, are hesitant about accepting nonresidents as their responsibility.

The organization makes these suggestions for a well-rounded program related to health, welfare, and recreational aspects of the defense program:

(1) Migration and transiency must be recognized as a permanent characteristic of our society and discriminations must be eliminated.

(2) Cooperation and coordination of Federal, State, and local agency services should be created to direct and influence migration.

(3) Uniformity in State settlement laws and their interpretation should be a part of the cooperative effort. (New Jersey has statutes stating that a

person must reside in the State for 5 years to gain residence, but another law directs welfare agencies to assist needy persons pending their removal to the State of their residence.)

(4) There should be a means of providing adequate relief for migrants.

(5) There should be available facts concerning the number of people moving throughout the country. From these facts there may develop a future constructive action relating to the problem of migration.

JEWISH FAMILY WELFARE BUREAU

The Jewish Family Welfare Bureau has this to say in regard to migration:

"Because of the influx of people our own clients are having a great deal of difficulty, not only in finding suitable quarters but also in finding flats within a price range that may be paid by either a family or a social agency.

"Many of the clients have had to double up with other families or with relatives because they have been unable to pay the increased rentals and in a number of instances, they have had to take in roomers in quarters which are already crowded in order that they may meet the increased cost of housing. In addition to this, we find that the increase in food prices is a problem which can only be met by increased relief standards. Our clients are unable to cover all their minimum needs because of the increase in prices of commodities. This will, of course, definitely affect them physically as well as mentally. We have also had several requests from soldiers from Fort Dix to help them secure employment for members of their families who wish to reside in Trenton in order to be near the fort.

"All this means that, as a social agency, we have had to increase our range of services as well as extend our responsibility."

MOUNT CARMEL GUILD

"We find there is a need for small homes for families of four or less who are in the low-wage bracket."

YOUNG WOMEN'S CHRISTIAN ASSOCIATION

"During the construction of Fort Dix, there was an acute housing problem, the demand being mostly for light-housekeeping rooms. The residence of the Young Women's Christian Association was full and we could only help them to find cheaper rooms for light housekeeping.

"Cases of problems of stranded girls and women developing from our proximity to Fort Dix have increased. Some of these have been sent to us by other agencies who appealed to us to give emergency housing. While there has been no apparent increased demands for recreation resulting from migration, there has been an increased demand from girls working on night shifts in several plants. There has been a great increase in boy and girl recreation for the teen age. Consequently it has been necessary for our organization to arrange for more dances, carnivals, parties, and other activities than ever before."

RELIGIOUS ORGANIZATIONS

Submitted herewith are two statements from prominent religious leaders in Trenton.

First leader.—"I think that in setting forth a measurement of the problems caused by the dislocation of population, I would say that, first, the general morale of the community is affected by the type of person that is a migrant.

"To the person belonging to the community, it might cause him to become neglectful when he finds that these migrants are permitted to come into the city and be taken care of, the psychological effect being a serious problem.

"Secondly, as far as housing is concerned, I understand there is a shortage of houses here in Trenton, that is, houses of small rental and I should think it would increase, very definitely, the problem, even if buildings were put up for immediate housing problems. After the national-defense problem is met, we may have areas that may develop into slum areas.

"Regarding the increase of various kinds of people in the community, it would bring with it a health problem. Already, the clinics in the city are overworked by our citizens who are unable to pay for their medical attention. Our nurses work double time.

"As to family care, the dislocation of populations in connection with national defense or otherwise, is a very serious one. In many cases, the acquisition of a family has a tendency to lower the moral, physical and spiritual qualities of permanent families."

Second leader.—"In our particular congregation there has been no perceptible increase of population due to defense industry. However, we have three prominent families, all of whom are executives, who have very suddenly been moved away, greatly disrupting their homes and disturbing their plans.

"Two of these families were active in this church and they had built permanent roots in this community. Their removal created new problems for the children.

"In the case of another family, the father was just made an elder in our church. Their three boys are in our Sunday School and Boy Scouts.

"Their mother is active in welfare work. Due to the increase of business as a result of war industries, this family, after only 4 years in Trenton, is being moved to another locality. The parents are very much concerned about the new problems this removal has created in the education of their boys.

"My feeling in regard to this whole matter is that it is hard on the morale and especially hard on the character development of children."

Mr. ABBOTT. As exhibit 2, I offer a letter from Mr. A. T. Warner, general manager in charge of traffic, of Public Service Coordinated Transport, concerning increased use of their services since the beginning of the national-defense program.

(The letter referred to above is as follows:)

EXHIBIT 2

PUBLIC SERVICE COORDINATED TRANSPORT,
Newark, N. J., June 24, 1941.

Mr. JOHN W. ABBOTT,
Chief Field Investigator,
House Committee Investigating National Defense Migration,
Trenton, N. J.

DEAR MR. ABBOTT: Further answering the questions raised in your letter of May 21, our May 1941 figures are now available.

Question No. 1: "The increase in passenger traffic load, if any, between May 1940 and May 1941."

Answer: Passengers carried during May 1941, 38,127,685; passengers carried in May 1940, 35,404,294; increase, 2,723,391, or 7.7 percent.

Question No. 2: "How your service acted to meet the increased load, if such there was."

Answer: In 1940 we operated a maximum of 2,717 vehicles; in 1941 we operated a maximum of 2,847 vehicles.

In May 1940 we operated 8,377,790 miles; in May 1941 we operated 8,703,991 miles.

The increase in vehicles, therefore, was 130 in 1941 over 1940, and the increase in miles was 326,201 for the same period.

These figures are for the entire public-service system, including the interstate operations between north Jersey and New York City and between south Jersey and Philadelphia, as well as all the local lines operating purely intrastate within New Jersey and serving 371 municipalities.

I attach two maps showing our system, one for northern New Jersey and one for southern New Jersey.

Yours very truly,

A. T. WARNER,
General Manager in Charge of Traffic.

(The maps referred to above are held in committee files.)

Mr. ABBOTT. As exhibit 3, I offer a report by Thelma McKelvey, special assistant, Labor Supply and Training Division of the Office of Production Management, with attached tabulations showing total and current enrollments in defense-training courses in Connecticut and New Jersey.

(The letter and enclosure referred to above are as follows:)

EXHIBIT 3.—ENROLLMENTS IN DEFENSE TRAINING COURSES

REPORT BY THELMA M'KELVEY, SPECIAL ASSISTANT, LABOR SUPPLY AND TRAINING DIVISION, OFFICE OF PRODUCTION MANAGEMENT, WASHINGTON, D. C.

JUNE 18, 1941.

In accordance with your request, there are attached hereto tabulations of the total and current enrollments as of March 31 in defense-training courses for the States of Connecticut and New Jersey. The tabulations are as follows:

1. A preemployment-refresher summary for Connecticut.
2. A preemployment-refresher summary for New Jersey.
3. A supplementary summary for Connecticut.
4. A supplementary summary for New Jersey.
5. An engineering training summary for both Connecticut and New Jersey.

For your information, preemployment-refresher courses are for unemployed persons from Work Projects Administration rolls and referred from the registers of the State employment services, and are for the purpose of preparing these individuals for employment in defense occupations. Supplementary courses are intensive training courses for employed workers designed to supplement their on-the-job experience in order to prepare them for up-grading in the plant, and the assumptions of additional responsibilities. Defense engineering courses are given by engineering schools whose properties are tax-exempt and which have been approved by the United States Office of Education as eligible for providing intensive courses of college grade to prepare individuals for defense employment, or to supplement their plant experience.

The figures with reference to placements in private employment do not reveal the total placements which have resulted from the defense preemployment-refresher training. An undetermined number of the drop-outs have undoubtedly received employment but have not reported back to either the vocational schools in which they were enrolled or to the local public employment service office. Undoubtedly, the placement figures are higher than reported.

The tables show total enrollment since the beginning of the defense-training program on July 1 through March 31, 1941. The current enrollment as of March 31 is given for each type of training, the known placements in private industry, and the drop-outs from the course which occur for a variety of reasons. Tables are also broken down by sex and show the number of Negroes which have been enrolled, by towns.

These tables were prepared by the United States Office of Education, Federal Security Agency.

Summary of enrollment data in engineering defense training courses, by institutions, in Connecticut and New Jersey, as of Apr. 30, 1941

State and institution	Total		Male white		Male, colored		Female, white	
	Total enrollment	Ending net	Total enrollment	Ending net	Total enrollment	Ending net	Total enrollment	Ending net
Connecticut, total	3,702	2,613	3,693	2,604	--------	--------	9	9
University of Connecticut	1,454	1,235	1,451	1,232	--------	--------	3	3
Yale University	2,248	1,378	2,242	1,372	--------	--------	6	6
New Jersey, total	1,909	1,170	1,906	1,168	3	2	--------	--------
Newark College of Engineering	586	476	585	475	1	1	--------	--------
Princeton University	60	59	259	59	1	0	--------	--------
Rutgers University	424	330	424	330	--------	--------	--------	--------
Stevens Institute of Technology	839	305	838	304	1	1	--------	--------

Summary of enrollment data in program 1

PRE-EMPLOYMENT-REFRESHER COURSES FOR CONNECTICUT, BY TRAINING CENTERS, AS OF MAR. 31, 1941

Training center	Total				Male, white				Male, colored				Female, white			
	Total enrollment	Ending net	Placements	Drop-outs	Total enrollment	Ending net	Placements	Drop-outs	Total enrollment	Ending net	Placements	Drop-outs	Total enrollment	Ending net	Placements	Drop-outs
Total	8,392	1,031	2,548	1,439	8,312	977	2,546	1,431	25	6	1	2	55	48	1	6
Ansonia	248	18	61	18	245	18	61	18	3	0	0	0	-----	-----	-----	-----
Bridgeport	1,726	293	862	304	1,719	293	862	304	7	0	0	0	-----	-----	-----	-----
Bristol	127	14	34	10	127	14	34	10	0	0	0	0	-----	-----	-----	-----
Danbury	154	32	13	53	154	32	13	53	-----	-----	-----	-----	-----	-----	-----	-----
Essex	15	15	0	0	15	15	0	0	-----	-----	-----	-----	-----	-----	-----	-----
Greenwich	25	20	2	3	25	20	2	3	-----	-----	-----	-----	-----	-----	-----	-----
Hartford	2,859	215	770	496	2,850	209	770	494	9	6	0	2	-----	-----	-----	-----
Manchester	376	124	141	42	321	76	140	36	-----	-----	-----	-----	55	48	1	6
Meriden	213	29	72	40	213	29	72	40	-----	-----	-----	-----	-----	-----	-----	-----
Middletown	173	19	38	49	173	19	38	49	-----	-----	-----	-----	-----	-----	-----	-----
New Britain	641	41	70	94	641	41	70	94	-----	-----	-----	-----	-----	-----	-----	-----
New Haven	417	47	111	77	417	47	111	77	-----	-----	-----	-----	-----	-----	-----	-----
New London	121	0	51	23	118	0	50	23	3	0	1	0	-----	-----	-----	-----
Norwich	185	18	44	23	184	18	44	23	1	0	0	0	-----	-----	-----	-----
Putnam	15	0	0	1	15	0	0	1	-----	-----	-----	-----	-----	-----	-----	-----
Rockville	96	13	37	13	96	13	37	13	-----	-----	-----	-----	-----	-----	-----	-----
Stamford	171	36	38	24	171	36	38	24	-----	-----	-----	-----	-----	-----	-----	-----
Thompsonville	59	0	43	7	59	0	43	7	-----	-----	-----	-----	-----	-----	-----	-----
Torrington	316	19	67	69	314	19	67	69	2	0	0	0	-----	-----	-----	-----
Watertown	10	0	0	0	10	0	0	0	-----	-----	-----	-----	-----	-----	-----	-----
Waterbury	237	39	77	50	237	39	77	50	-----	-----	-----	-----	-----	-----	-----	-----
Willimantic	208	39	17	43	208	39	17	43	-----	-----	-----	-----	-----	-----	-----	-----

SUPPLEMENTARY COURSES FOR CONNECTICUT, BY TRAINING CENTERS, AS OF MAR. 31, 1941

Training center	Total			Male white			Male colored			Female white		
	Total enrollment	Ending net	Drop-outs	Total enrollment	Ending net	Drop-outs	Total enrollment	Ending net	Drop-outs	Total enrollment	Ending net	Drop-outs
Total	5,643	1,962	1,856	5,403	1,861	1,782				240	101	74
Ansonia	140	83	57	140	83	57						
Bridgeport	971	332	579	971	332	579						
Danbury	27	0	11	27	0	11						
Hartford	2,774	693	487	2,734	686	454				40	7	33
Manchester	435	247	120	308	158	115				127	89	5
Meriden	146	52	71	146	52	71						
Middletown	96	39	57	96	39	57						
New Britain	442	197	207	369	192	171				73	5	36
New Haven	136	74	62	136	74	62						
Putnam	91	40	31	91	40	31						
Stamford	222	104	115	222	104	115						
Torrington	106	57	47	106	57	47						
Waterbury	16	16	0	16	16	0						
Willimantic	41	28	12	4	28	12						

Preemployment refresher courses for New Jersey, by training centers, as of Mar. 31, 1941

Training center	Total				Male white				Male colored				Female white			
	Total enrollment	Ending net	Placements	Drop-outs	Total enrollment	Ending net	Placements	Drop-outs	Total enrollment	Ending net	Placements	Drop-outs	Total enrollment	Ending net	Placements	Drop-outs
Total	12,824	1,498	3,408	3,430	12,646	1,458	3,345	3,387	11	1	0	2	167	29	63	41
Atlantic City	74	24	2	17	71	23	2	17	3	1	0	0				
Bayonne	876	175	154	195	875	175	154	195	1	0	0	0				
Belleville	13	13	0	0	13	13	0	0								
Bloomfield	1,281	126	130	421	1,278	126	130	421	3	0	0	0				
Camden	184	20	25	70	184	20	25	70								
Elizabeth	991	141	227	240	991	141	227	240								
Irvington	1,205	113	52	396	1,202	113	52	394	3	0	0	2				
Jersey City	1,331	78	255	364	1,331	78	255	364								
Kearny	40	0	1	19	40	0	1	19								
New Brunswick	341	42	56	111	341	42	56	111								
Newark	1,933	320	174	673	1,877	303	165	656					56	17	9	17
Orange	156	25	35	62	156	25	35	62								
Passaic	261	26	80	76	261	26	80	76								
Paterson	2,548	151	1,992	389	2,548	151	1,992	389								
Pennsauken	469	55	44	140	469	55	44	140								
Perth Amboy	332	47	23	88	332	47	23	88								
Trenton	384	50	81	77	383	50	81	77	1	0	0	0				
West Orange	294	70	23	68	294	70	23	68								
Woodbridge	111	12	54	24									111	12	54	24

SUPPLEMENTARY COURSES FOR NEW JERSEY, BY TRAINING CENTERS, AS OF MAR. 31, 1941

Training center	Total			Male white			Male colored			Female white		
	Total enrollment	Ending net	Drop-outs	Total enrollment	Ending net	Drop-outs	Total enrollment	Ending net	Drop-outs	Total enrollment	Ending net	Drop-outs
Total	11,015	3,720	3,210	11,003	3,720	3,209				12		1
Bayonne	731	205	326	731	205	326						
Belleville	41	24	17	41	24	17						
Bloomfield	1,772	668	548	1,772	668	548						
Elizabeth	1,175	188	369	1,163	188	368				12		1
Irvington	753	385	226	753	385	226						
Jersey City	624	118	89	624	118	89						
Newark	3,222	1,156	789	3,222	1,156	789						
Paterson	947	401	240	947	401	240						
Pennsauken	1,550	525	571	1,550	525	571						
Trenton	200	50	35	200	50	35						

Mr. Abbott. As exhibit 4 I offer information on migration of defense workers submitted by the Federal Shipbuilding & Dry Dock Co.

(The material referred to above is as follows:)

Exhibit 4.—Report by Federal Shipbuilding & Dry Dock Co.

Kearny, N. J., June 12, 1941.

1. Origin of labor force, check of applications: Based on May 1941, applications were received as follows:

	Number
Intrastate:	
Northern New Jersey	16,887
Central and southern New Jersey	610
	17,497
Interstate:	
New York—	
New York City	2,385
Outside New York City	4,284
Total	6,669
Pennsylvania	256
Connecticut	132
Massachusetts	123
Maryland	71
Virginia	63
Ohio	58
Rhode Island	31
Various	245
Total	7,648
Grand total	25,145

2. Total working force in 1939, present working force, and anticipated expansion covering whatever period is called for in the company's present plans in this connection.

Total working force, 1939:	
Minimum	5,223
Maximum	7,173
Average	6,197
Present force, June 1, 1941	15,082
Anticipated working force, first quarter 1942	20,000

3. Type of training program for new employees, any agreements with respect to competition for labor with other concerns:

(*a*) We have two types of training programs, as follows:

1. The recognized apprentice training plan wherein the young employee serves a stipulated period of time.

2. Training on the job wherein the unskilled employee is instructed in methods of performing the job.

(*b*) This company has no agreement with other concerns with respect to competition for labor. We do not solicit employees from concerns now engaged on national-defense work.

4. Policy on employment specifications, age, nationality, race, etc.—Employees are selected on the basis of their ability to perform the tasks assigned to them without regard to their nationality, race, or religion, and provided they are not over 65 years of age.

5. Any agreement with unions: This company has in effect an agreement with Local 16, Industrial Union of Marine and Shipbuilding Workers of America (C. I. O.).

6. Any comments with respect to present efforts on the part of the Office of Production Management to stabilize the Atlantic coast shipbuilding industry with regard to wages, hours, and working conditions. No comments.

7. Company's policy with regard to deferments requested under the Selective Service Act: The policy of the company has been only to request deferments for those employees whom it considers necessary and difficult to replace.

Mr. Abbott. I offer as exhibit 5 a report on defense problems in the city of Paterson, by Dr. Frederick P. Lee, health officer.

(The report referred to above is as follows:)

Exhibit 5.—Defense Problems in Paterson, N. J.

REPORT BY DR. FREDERICK P. LEE, HEALTH OFFICER, CITY OF PATERSON, N. J.

June 6, 1941.

The Wright Aeronautical Corporation has been the largest source of national defense migration in the city of Paterson. Its help increased from 3,500 in 1939 to 18,000 as of the present. The methods at hand to meet these increases from a public health standpoint are as follows:

There are three hospitals in the city of Paterson aggregating 600 beds. These hospitals for the most part treat acute medical and surgical cases. There is also a city hospital of 100 beds given over to the treatment of contagious and infectious diseases.

The health department functions under a board of seven members appointed by the mayor and is made up of the following divisions: Administrative, sanitary, food and drug, plumbing, communicable diseases, public-health nursing (bedside), child welfare, venereal disease control, tuberculosis control, immunization clinics, vital statistics, laboratory.

There are 60 employees with a chief at the head of each division. There are seven child-welfare stations situated throughout the city which supervise the health of the new-born child through 5 years of age. We also maintain a tuberculosis clinic with three sessions a week and a venereal-disease clinic with three sessions a week, including one night session.

In the venereal disease clinic we have six attending physicians, a social worker and two nurses. All new cases of veneral disease are investigated and put under supervision. Our tuberculosis control is carried out by wholesale fluoroscopic examinations of apparently well persons. The known cases and all contacts are also under our supervision.

The vice problem is handled in the following manner:

All prostitutes or lewd persons arrested are subject to a physical examination by a physician of the board of health before being admitted to bail. If these persons are infected, they are held for immediate trial. The results of the physician's examinations are presented in court and the presiding judge commits the infected person to a reformatory for 1 year where they may receive proper treatment. There is very good cooperation between the board of health, police, and the prosecutor's office.

Following are the vital statistics for the year 1940:

The annual birth rate was 22.7.

The annual death rate was 10.

Maternal mortality was 1.6.

Infant mortality rate 36 per 1,000 living births.

There were no deaths during the year 1940 from typhoid fever or diphtheria and the tuberculosis death rate was 36 per 100,000.

Incidentally, through our board of recreation, the families and especially the wives of these men coming to Paterson, have met through social gatherings. There has also been bowling, soft ball, and basketball leagues developed for the pleasure and enjoyment of these men workers.

It is my belief with the present set-up, the local board of health can handle any emergency which may develop in Paterson of a public health nature.

Mr. Abbott. I submit as exhibit 6 a letter from Mr. Ernest D. Easton, executive secretary, New Jersey Tuberculosis League, Inc.

(The letter referred to above is as follows:)

Exhibit 6

New Jersey Tuberculosis League, Inc.,
Newark, N. J., June 10, 1941.

Mr. John W. Abbott,
Chief Field Investigator, National Defense Migration,
Post Office, Room R–2, Trenton, N. J.

Dear Mr. Abbott: In reply to your letter of June 2, may I say that a recent canvass of our 22 local associations would seem to indicate that no very serious complications have arisen on account of defense activities. In a few places there has been some housing shortage but the use of the automobile in most instances has adjusted this. In several places where rents have shown a 10 to 20 percent increase a fair rental committee is on the job to prevent too much skyrocketing of rents. An effort to get fair play is meeting with results.

I am sorry I cannot give you a more complete report.

Very truly yours,

ERNEST D. EASTON,
Executive Secretary.

Mr. ABBOTT. As exhibit 7 I offer a report submitted by Mr. Harry I. Luftman, secretary of the New Jersey Defense Council.

(The report referred to above is as follows:)

EXHIBIT 7.—REPORT OF NEW JERSEY DEFENSE COUNCIL, NEWARK, N. J.

BY HARRY I. LUFTMAN, SECRETARY

JUNE 16, 1941.

Figures or statistics that would indicate the net migration into areas of the State of New Jersey where defense contracts have been let are not possessed by us. We have learned, however, through our field investigations and contacts with employers of defense workers, that there has been some migration of heads of families who return to their home and families over week ends or holidays.

Also, we have learned that many employed in defense industries commute daily, mostly by auto, from distances within the boundaries of adjoining States.

There has been some complaint of long auto drives and traffic jams, causing anxiety of getting to work on time, which in turn creates nervousness in the worker, and increases hazards in employment and slackening of production.

Industrial plants moving to the seaboard from the Middle West will each present its own migration problem.

It is recommended that when considering the construction of homes for defense workers that every effort be made in the planning to be sure that the buildings be for permanent use.

It is further recommended that the construction be in areas where the houses can be used in the slum-clearance or low-rent-housing program after the emergency. If not, these houses be constructed in separated areas where they can create their own community.

Workers flock to the larger cities. Accordingly, it is deemed that rehabilitation and remodernization of the better class of dwellings of our cities is essential, and that ways and means of financing such rehabilitation and remodernization is recommended for congressional study and action.

We believe that housing for defense should be rental units, since uncertainty of the duration of the emergency precludes private capital from building for rental.

Mr. ABBOTT. As exhibit 8, I offer a report on the Clark Township Federal Housing project by Mr. A. L. Johnson, superintendent of schools of Union County, N. J.

EXHIBIT 8.—REPORT ON CLARK TOWNSHIP FEDERAL HOUSING PROJECT

BY A. L. JOHNSON, SUPERINTENDENT OF SCHOOLS, UNION COUNTY, N. J.

Clark Township is a small rural community with a population according to the census of 1940 of 2,081.

The inhabitants consist chiefly of industrial workers and others employed in the trades.

The character of the community is gradually changing due to several real-estate developments which have brought into the community a different element consisting of office workers, engineers, chemists, and others of similar occupation.

Nearly all of the residents of Clark either own their own homes or are in the process of buying them. The average wage earned by citizens of Clark is $30 per week.

PRESENT SCHOOL FACILITIES

The children of school age in the township receive their instruction in a centrally located school consisting of two buildings adjacent to each other.

The present enrollment is 294 with a possible accommodation for 20 more pupils. Should the school enrollment substantially increase, it would necessitate the erection of a new building.

In addition to the elementary school, the district has entered into a combination with five other districts for the education of their high-school students and maintain a regional high school located in Springfield.

The regional high school has a future capacity for only a normal increase in school population.

LOCATION

The location for the Federal Housing project is immediately adjacent to one of the units of the Union County park system and is a particularly desirable location for one-family dwelling houses of a desirable type. Such a development which is altogether probable in the near future would aid materially in solving the economic problems of the community. The present project as planned would be tax-exempt with no definite arrangement made up to the present time for adequate reimbursement in lieu of taxes.

It is reported that the occupants of the proposed housing project will be workers employed in the Kearny Shipyards which are 17 miles away, requiring the use of automobiles and busses over a busy transportation highway. This will be at an hour of the day when the roads are congested and will not only delay but greatly increase the hazard of transportation.

THE HOUSING PROJECT

It is proposed to build sufficient housing for 700 families on 100 acres of land. If this plan is carried out, many of the houses will of necessity be of the barrack type inasmuch as the limited acreage will not permit the erection of single houses of the cottage type of construction.

If the project is to be a duplication of the Audubon plan, it will not be a satisfactory addition to any community. Public sentiment is antagonistic for the following reasons:

1. The citizens and taxpayers had no knowledge of the implications of the project until all arrangements had been practically completed.
2. I have attended three conferences with a Federal representative present. At everyone of these meetings no definite promise of reimbursement was indicated. It was presumed the Federal Government would make a suitable return to the community in lieu of taxes. These general statements, however, were founded entirely upon presumption. It is perfectly natural for intelligent citizens who listened to all of the discussions to arrive at the decision that there was no definiteness in any of these proposals, and hence were left in doubt as to the sincerity of the statements.
3. In answer to the question, "What reimbursement, if any, will be made by the Federal Government?" the answer was "when" and "if" the bill now before Congress passes, the Federal authorities will probably make a suitable return to the community in lieu of taxes.
4. The citizens in Clark are concerned about the final disposition of the buildings at the termination of the present war emergency. Will it become a ghost town or develop into a cheap rental section with all the attending undesirable consequences?
5. No explanations have been forthcoming regarding the type of construction or provisions for sewage disposal, police and fire protection, and education: the assumption being that such arrangements must be made at the expense of the municipal government.
6. The potential voting population living in this Federal area, will outnumber the normal local voting citizens. The board of education is concerned regarding the possible result, if this new element should propose increased and excessive expenditures for expanding school facilities for their own particular area.

EDUCATIONAL PROBLEMS

1. Special provision must be made for the education of the children in this Federal area.
2. Unless substantial reimbursement is made by the Federal Government for additional school facilities, it will be impossible for Clark to provide instruction for the children of the families living in the new Federal homes.

3. Inasmuch as the Federal Government is paying for construction, material, labor, and equipment 100 percent, similar provision should be made for the costs of all municipal services including education.

4. If no reimbursement is provided by the Federal Government, the tax rate in Clark Township will be doubled.

5. The proposal to return to the municipality from 5 to 15 percent of the amount collected in rentals in lieu of taxes, would be an entirely inadequate compensation for education alone.

6. Our taxing system is based on the principle that industry share the cost of government. Therefore, to bring operations from one industrial section to a residential section is inconsistent with democracy's plan of taxation.

7. Multiple family dwellings are not as desirable in a residential situation as the individual-cottage plan. In consequence of this fact, the residents who occupy these houses are not as desirable as individual home owners.

8. The Federal authorities have made no definite statements regarding the exact share of the cost to be borne by the community. They have evaded every single request for guaranties.

9. The citizens of Clark were so incensed over the project that they have voted at a special election to establish a commission form of government by a large majority.

10. The present population is 2,081. The present assessed valuation is $2,899,918. There are approximately 550 families. It is proposed to house 700 families on this project with an approximate cost of $2,500,000, and $800,000 in addition for streets and sidewalks. The present registration of voters in Clark is approximately 1,245. If 700 families become residents of Clark, that will mean a potential voting power of 1,500 which will result in the new citizens voting en bloc. Being tax exempt, they will have no interest in economy or in the general welfare of the community and will propose and support budgets only which will provide additional services for themselves.

11. There is no business section in Clark Township to take advantage of the purchasing power of the new residents. Their shopping must be done elsewhere.

12. It is reliably reported that the workers who will occupy these houses in the project are receiving an average of $50 per week.

PROBABLE COSTS OF EDUCATION

1. In order that the congressional committee may have an adequate conception of the additional costs of pupil education, the following itemized statement is submitted for consideration. The probable cost is an approximate one based upon the generally accepted estimate of 1.4 children per family. If as is stated by the Federal representatives the project is to house 700 families, the probable number of children will be 1,050. Based again upon the statement made by Federal authorities that the workers employed at Kearny selected to live on the reservation are men who have been employed for several years in that industry, practically all of their children will be of school age. Probably at least 100 of these children will be of high-school age and so will apply for admission to the regional high school. The remainder of the children will be enrolled in the elementary school.

Estimate of increased cost of educating pupils at grade school

[Bases—1936-40 costs and 279 pupils]

	Actual	Estimated increase
Total administration costs	$850	
Supervisory costs	2,200	$2,200
Total instruction costs	16,000	16,000
Total operating costs	4,000	4,000
Total maintenance	1,000	1,000
Total coordinated activities	2,000	1,000
Transportation	2,000	
Insurance	400	400
Bond redemption	3,000	
Interest	3,200	
Total cost	34,650	24,600
At 279 pupils	124	88
Estimate of cost of new courses		15
Total estimated increase in cost per pupil		103

Estimate of increased cost of furnishing services to new families

[Estimated on 550 families, present number of families in Clark Township]

	Actual	Estimated increase
Audit	$850	$850
Election	267	267
Department of finance	575	575
Legal	1,345	600
Fire	1,050	1,050
Hydrant	5,420	5,420
Police	1,500	750
Streets and roads	6,500	6,500
Street lighting	3,500	2,000
Sanitation services	2,300	4,000
Regional high school	10,622	10,622
Total cost	33,929	32,634
At 550 families		60

Built up cost of furnishing services to new families

[Basis=1.4 school children per family]

Cost of education, 1.4 × $103	$144
Local purposes	60
Total	204
$204 × 700 new families	142,800
100 percent valuation, $2,500,000 × 4/100	100,000
Deficit	42,800
50 percent valuation, $1,250,000 × 4/100	50,000
Deficit	92,800

CONCLUSIONS

Unless Clark Township receives a reimbursement of approximately 100 percent of the cost of public services including education from the Federal Government, the financial condition of this community will become intolerable.

If adequate provision is not made to relieve the taxpayers, the tax rate will be doubled.

It is the feeling of the citizens of this community that the contemplated housing project is too elaborate for a small community and that it will entirely disorganize the whole civic structure.

The Federal Housing Authority has given insufficient attention to the subject of services including education.

Insufficient consideration has been given the State department of education to work out an intelligent plan of coordination with the Federal authorities.

In the final analysis, the problem of costs of education is the major financial consideration for any community, where housing projects are to be established.

Hoping the statements given in this presentation meet with the desires of the committee, I am

Yours very truly,

A. L. Johnson,
County Superintendent of Schools.

Mr. Abbott. As exhibit 9 I offer a paper on the subject, "Training of Industrial Personnel," by Mr. Allan R. Cullimore, adviser, region No. 5, United States Office of Education.

(The paper referred to above is as follows:)

Exhibit 9.—Training of Industrial Personnel

REPORT BY ALLAN R. CULLIMORE, ADVISER REGION NO. 5, UNITED STATES OFFICE OF EDUCATION, NEWARK, N. J.

The question of training industrial personnel as at present set up is organized under three rather distinct heads. A general vocational program comprising preemployment, full-time courses and upgrading courses as well, given by or through the United States Office of Education and functioning in the public vocational schools of the Nation. This vocational educational program is being administered in every State under the State board of Vocational education and is carried on mainly in secondary schools and trade schools.

In addition to that, there has been organized under the Office of Production Management, under the leadership of Sidney Hillman and the immediate directorship of C. R. Dooley, the so-called training within-industry plan. It was suggested, I think, by Owen D. Young and takes the fundamental, sound point of view that no matter how much vocational or other training must be done, training within industry to develop the specialized technical skills required is of basic importance. The New Jersey representative is Mr. Glenn Gardiner.

In addition, there has been set up, through the United States Office of Education under what is called the Federal Security Agency, a program of engineering defense training, this training being directed specifically in training engineering personnel in courses definitely above the high-school level. For this purpose, $9,000,000 has been set aside during the fiscal year. It is with this latter program that our particular discussion is concerned.

It might be said in passing that both the other programs seem to be ably administered and are basically necessary, but that they alone do not provide for the direction, control, and management of advanced technical skills, which are usually associated with the proper title of engineer. In a word, it is perfectly possible to load your plant to the point of refusal with competent workmen specializing within their own field and yet have the production capacity of the plant very low. I think one man said he could get boys in from the green hiills of Vermont and teach them tow to run a lathe in 4 months, but that didn't get out the product. The problem, then, is to furnish trained engineering personnel on what might be called a collegiate level.

CANNOT PRODUCE SKILLS INSTANTLY

Basically, our problem is to furnish well-trained men instantly, and as this is impossible, the essence of the problem is to strike a reasonable compormise or composite between time and technical performance—to get as many well-trained men in as short a time as possible. Evidently, in analyzing this situation, the raio of time to training or time to ability to perform varies in differen industries over a very wide range, and the first point which we must consider is that the problem is specific with respect to certain industries or certain types of training.

Practically, the situation divides itself into four major phases or four broad divisions. We must immediately meet the specific, definite, specialized needs of defense industries, that is, present needs. Second, we must build up, insofar as is possible, something of a reserve if we are to meet the ever-increasing needs as they become evident. Third, we must use such a plan to recruit the highest possible type of technical personnel because if we are careful to choose only the men with one, two and three years of technical college training, the time involved in the supplementary training will be as short as possible. And, fourth, we must set up at least a skeleton organization so integrated with the vocational training picture and the training within industry picture and industry itself as to be able to deliver in increasing quantities the type of trained engineering personnel desired, when and if it is desired.

The weights of these various factors change from day to day. The most important phase at the beginning was the developing and setting up of a functioning organization capable of meeting an ever-increasing demand. The second phase was recruiting the proper technical personnel with as much training and experience as was possible. Even if these two things had been done and these two things only had been done, a tremendous step forward would have been accomplished with respect to the national-defense program, but in addition to this, we have reason to believe that we are meeting the immediate needs in the engineering field and that it is possible—or perhaps better, will be possible—on the basis of our experience in the past 8 months, to build up a certain reserve on the basis of our experience gathered in this primary period.

STRESS UPGRADING IN INDUSTRY

Specifically, it seemed that the first thing we should do was to spend a maximum of effort in the general upgrading of men already in industry, expanding the administrative, management, and supervisory and technical staffs so as to take care of as many operators as could be possibly trained by the other two divisions. This, we felt, would come nearest to solving the first phase of the problem which had to do with the immediate specialized needs of the defense industries. The following program was, therefore, put into operation in this district:

	Men
Stevens Institute of Technology, Castle Point, Hoboken, N. J.: Introductory engineering,[1] engineering drawing, elements of machine design,[1] and introductory engineering [1]	400
Newark College of Engineering, 367 High Street, Newark, N. J., Engineering drawing, machine design, production supervision, materials inspection and testing and engineering drawing and basic procedures	586
Rutgers University, New Brunswick, N. J.; Machine design, industrial supervision and engineering techniques, engineering drawing, materials and metallurgy, electrical communications, and metallurgy	406
Princeton University, Princeton, N. J.: Advanced inspection techniques	65
Total	1,457

[1] Indicates courses given full time during day. All others given in the evening.

Out of this group of approximately 1,500 trainees, it was noticed that a comparatively small number are in training for full time during the day. At the present writing, approximately 1,100 of these men have graduated. All the students in the introductory engineering drawing courses have been introduced into a more advanced course so that their training is still proceeding, and they cannot, in that sense, be judged as having been trained in the sense of their course completed.

It is interesting to note that of those starting the courses who failed to finish, about 65 percent found it necessary to drop their courses on account of industrial overtime; 10 percent of the students withdrew on account of voluntary change in position which made further pursuance of the courses impossible; 5 percent dropped out on account of illness; and 20 percent of the drop-outs were from miscellaneous causes or causes undetermined.

There has been as yet, of course, with this group, no question of placement as all the men have been placed either with respect to future training or positions in industry.

The tentative program for the summer is as follows: It will be understood that this program is very much heavier on the side of the day courses, that is, the full-time day courses, which are almost without exception preemployment courses intended to furnish new trained technical men instead of old held upgraded.

	Men
Stevens Institute of Technology, Hoboken, N. J.:	525
Evening: Engineering drawing, advanced engineering drawing	
Day: Introductory engineering, elements of machine design, production, supervision, and control	
Newark College of Engineering, Newark, N. J.:	
Evening: Production supervision, materials inspection and testing, tool design, drafting-room calculations, production supervision, electrical drafting and calculations	650
Day: Elements of drawing and computations, I and II	
Rutgers University, New Brunswick, N. J.:	
Evening: Elementary engineering, principles of radio engineering, communication engineering, D. C. and A. C. circuits, high-frequency measurements, high-frequency engineering	460
Day: Introduction to engineering	
measurements, high-frequency engineering	
Princeton University, N. J. (day): Building construction surveying, chemical engineering manufacturing methods, elementary electrical engineering and radio, engineering drawing	160
Total	1,795

Mr. Abbott. As exhibit 10 I offer a report on migration into Pemberton, N. J., by Mr. M. Gregg Hibbs, Jr., supervising principal, Pemberton borough public schools.

(The report referred to above is as follows:)

EXHIBIT 10.—MIGRATION IN PEMBERTON, N. J.

REPORT BY M. GREGG HIBBS, JR., SUPERVISING PRINCIPAL, PEMBERTON BOROUGH PUBLIC SCHOOLS

PEMBERTON, N. J., *June 17, 1941.*

We have the high school of the Fort Dix area. Our school is 6 miles away from the fort. The zone from which our pupils come is an area of 125 miles.

In preparing this general statement the following divisions have been made:

A. Housing.
B. People forced to move.
C. Employment.
D. Soldiers.
E. Influence on schools.
F. Disease.
G. Uncertain future.

A. HOUSING

The Fort Dix expansion was a slow one. The scarcity of homes was realized around September. Rents were increased. Men were willing to sleep any place. These were mostly men building barracks and doing other construction work at the fort. At one time a request came into the school to find 800 rooms for carpenters for that evening. The school cooperated in finding approximately 300. When the National Guard took charge of the fort the noncommissioned officers were compelled to leave the fort grounds. All of these actions caused a housing shortage throughout the area.

B. PEOPLE FORCED TO MOVE

Many of our students were unable to do normal school work because of worry at home. This disturbance was caused by the uncertainty of whether or not the Government was going to purchase the farms these students had lived on their entire lives. After months of uncertainty, many farmers moved. The few that did not comply were compelled to move. Throughout the entire year students have been disturbed by troubles at home. As you know, the fort has expanded and has taken trespass rights on many thousands of acres of farms. Many farmers would not plant their entire farms as they were uncertain as to the future plans of the Government concerning their land.

C. EMPLOYMENT

With the great expansion of Fort Dix the chances for employment were increased. This expansion caused many men to leave their jobs nearby for more lucrative employment at the fort. At the same time, many who had worked on farms heretofore also went to the fort for work. This loss of farm labor caused some of the fathers of our high-school students to withdraw their children from school to help at home. At the same time the thousands of workers coming into Pemberton area, the increase of many jobs being open, and all other factors caused many other opportunities for high-school students to find work. The school placement bureau was kept busy. School enrollment constantly changed.

D. SOLDIERS

As would be expected, the thousands of young men stationed at Fort Dix have made many female acquaintances in the nearby communities.

It should be added that the conduct of the men at the fort has been of the highest. Many of our young girls, whose parents allow them complete freedom, have been reported as acting in an unladylike manner. This particular condition has caused the school to spend more time for home visitation. In 1940 the State department of health was requested to furnish a nurse and social worker. This person was to have aided the schools in controlling this problem. This action was taken after one of our girls was placed in the New Jersey Home for Girls due to immoral conduct with a soldier from Fort Dix.

E. INFLUENCE ON SCHOOLS

As this is being prepared by a teacher, it is natural to have emphasis upon the school situation. Enrollment in our high school is the highest it has ever been. There are too many at the present time for the building.

The anticipated enrollment for September 1941 is greater than the enrollment of the past year. This increase does not include new pupils from Wrightstown which may bring our enrollment as high as 300 more. This additional enrollment from Wrightstown is based upon 2,500 hospital bed facilities, two Federal housing programs of 200 apartments, and 540 more houses to be built at Wrightstown.

Fort Dix or Wrightstown additional pupils will force us to use the local grange, church buildings, etc., to house our students. Our net valuation in Pemberton Borough of $508,727 will not permit us to build additions or a new high school.

Eighty-nine percent of our enrollment is from the sending districts which means we must depend upon tuition money for paying our bills. The law does not permit us to build additions or a new school with tuition money. It would be impossible anyway.

Pupils from Fort Dix pay a tuition rate of $45 each. Our regular tuition rate is $130 per pupil.

The unsettled condition in the area has caused the attendance of our pupils to be irregular.

The shortage of farm help may cause us to either lose some students next year to help on their own farms or to conduct evening classes for them.

All information given in the paragraphs so far refer to the Pemberton Borough High School. Lately enrollment at the Pemberton Township school has caused the township to employ two extra teachers not planned for in their budget. This was caused by an unexpected increase in enrollment in both the township's elementary schools.

As we have the township seventh- and eighth-grade students in our high school, this increased elementary enrollment has caused Pemberton Borough to add one new teacher to the high school faculty.

In February the Federal Department of Education had two investigators here who requested a survey to prove that our increase in Pemberton Township elementary schools and Pemberton Borough High School enrollment was due to the Fort Dix situation. Our survey revealed that people were moving and people were uncertain as to what was going to happen. In other words, the parents' lives have been changed by the national-defense work. No proof could be found for the increased enrollment being directly due to the Fort Dix expansion.

F. DISEASE

The unusual amount of sickness in the schools and other health problems cannot be definitely connected to the Fort Dix expansion. The assumption is made, however, that the health conditions of the area were disturbed by the fort. Mumps, measles, and other diseases were prevalent. An unusual number of cases of scarlet fever caused the Pemberton Township school at Browns Mills to be closed two times, the Pemberton Township elementary school in Pemberton, one time; and grades 7 and 8 in the Pemberton High School were later sent home for a week. The attendance of the three schools has been the poorest it has ever been.

Sixty-three high school students were quarantined from 4 to 42 days.

In October three cases of gonorrhea were discovered in three girls all younger than the age of 9. These cases were completely checked and completely cured. The State department of health gave immediate help. Where these cases started could not be found.

It should be added that other elementary schools in the Fort Dix area had more sickness than usual, too.

The migratory problem is a serious one. The schools are unable to accept the increased enrollments anticipated. In the borough we definitely must have assistance. If conditions remain as they are next year a social worker should be furnished and a nurse, in addition to a trained person from the school. Home contacts should be made. It should be emphasized that the spirit of this area is not one of complaining but one of being willing to assist in any way with the national-defense program.

Mr. Abbott. As exhibit 11, I offer a report on effects of defense migration on the schools of Burlington County, N. J., by Mr. Louis J. Kaser, county superintendent.

(The report referred to above is as follows:)

Exhibit 11.—Migration in Mount Holly, N. J.

REPORT BY LOUIS J. KASER, SUPERINTENDENT, BURLINGTON COUNTY PUBLIC SCHOOLS, MOUNT HOLLY, N. J.

As far as the schools are concerned, the problems thus far have been one of continual moving. The Wrightstown school's total enrollment during the year was 224 yet the average enrollment is only 151. This means that more than 70 children of this enrollment were movers.

As yet there has been no large increase in enrollment in any of our schools. The 100-family housing project has just been completed and people are now moving in so that the enrollment during the coming year will undoubtedly be a great deal higher.

We estimate that in the Wrightstown school, there will be approximately 600 elementary children due to two causes (1) the housing unit; (2) the large number of employees that are bound to be used in the hospitals. Of course, there will be some additional increase due to additional civilians in the Wrightstown area.

I question whether the high-school enrollment will increase very much as I am informed that the average Army officer is older when he marries than the civilian. The result is that when the officer's children reach high-school age, the officer is about to retire. In the last war, this fact was borne out in the area of Fort Dix. Mr. Hibbs has given you a rather detailed account of conditions. As far as the Pemberton schools are concerned, I fear he is anticipating a considerably larger increase in enrollment than is apt to happen.

In my opinion, the Fort has not in any way caused a spread of or an additional number of cases of mumps, measles, or scarlet fever. These diseases were all over the county, in fact, all over the State. They cannot in any way be assigned to conditions around Fort Dix. * * *

It is true that the housing situation within a radius of 15 miles of Fort Dix has been upset and is very much overcrowded, however, it is fast being adjusted. People are changing houses into small apartments, or making double houses out of large houses, and changes are occurring rapidly. By the first of the year, it is my guess, that things will be pretty much adjusted.

The very serious problem so far as schools are concerned in this county is the Wrightstown area. Forty percent of the valuation and 90 percent of the area has been taken by the Government and unless the Government gives us financial help we cannot operate the school. However, the investigators, who have been here, Dr. Alves and Dr. Powers, assured us that aid would be forthcoming.

Mr. Abbott. As exhibit 12, I offer a report on the Camden Homes Registration Office, by William H. Iszard, director.

(The report referred to above is as follows:)

Exhibit 12.—Report of Camden Homes Registration Office

BY WILLIAM H. ISZARD, DIRECTOR

Maximum defense production cannot be brought about by the Federal Government alone. Such a great variety and complexity of problems are involved that action is required of the individual citizens, community organizations, cities, counties, regions, and States. One of the many problems bearing upon the efficiency of defense production is adequate housing for defense and related workers and their dependents. If satisfactory dwelling places are not available within reasonable commuting distances of employment production efficiency will be reduced materially.

One means of dealing with the housing problem is the establishment of homes-registration offices to be operated for the following principal purposes:

(*a*) To refer applicants for dwelling accommodations directly to vacant rooms or to family dwelling units either directly or through realtors with whom listed.

(*b*) To furnish information to the local defense council and other appropriate agencies for proper local action which will result in the development of every dwelling place which can be made available either for temporary or permanent use.

(*c*) To furnish regular reports to the Office of the Coordinator of Defense Housing through the division of homes registration and to the regional or local defense council so that necessary action can be taken to assure the construction of additional dwelling units which may be essential.

To serve these purposes effectively it will be necessary—

(*a*) To secure and maintain current in a central file information on all available vacant dwelling places, by location, type, rent, and condition.

(*b*) To secure by the use of continuous publicity the listing of rooms in private homes which can be made available but are not ordinarily rented, and to secure the listing of all other possible dwelling places which are usable but not ordinarily available.

In order to aid the home-registration office program throughout the Nation, there has been established in the Office of the Coordinator of Defense Housing the division of home registration. Its principal purposes are:

(*a*) To provide a manual for the organization and operation of home-registration offices.

(*b*) To assist localities in the organization and operation of registration offices by making available the services of its field representative.

(*c*) To provide all the basic forms necessary for the operation of homes-registration offices.

(*d*) To suggest appropriate publicity programs.

(*e*) To provide from time to time material designed to aid homes-registration offices in the improvement and the perfection of their operations.

(*f*) To keep the Office of the Defense Housing Coordinator informed of the exact nature of the housing shortage by type, rent, and condition.

Recapitulation

Registrations:	
Camden City	284
Suburban	249
Total registrations	533
Listings: Listings on file of single and double rooms, apartments, and houses, showing number of bedrooms available as of May 12:	
Camden City—total bedrooms	409
Suburban—total bedrooms	396
Total bedrooms, Camden city and suburban	805
Accommodations: An average of two persons to a bedroom:	
Camden city	818
Suburban	792
Total accommodations for	1,610
Rental trends: Averaging one person to a bedroom:	*Per week*
Camden city	$3 to $4
Suburban	$4 to $5

Placements—approximately, 110; Camden city, 75 percent; suburban, 25 percent.

MIGRATION

Applications for rooms and family dwelling units were received from applicants who applied in person at the Camden Homes Registration Office, and who are now employed in defense production plants in Camden.

Applicants stated they formerly lived in the following cities and States prior to coming to Camden: Burlington, N. J.; New York, N. Y.; Washington, D. C.; Long Island, N. Y.; Scranton, Pa.; Pittsburgh, Pa.; Pottsville, Pa.; Philadelphia, Pa.; York, Pa.; Georgia; Harrisburg, Pa.; Baltimore, Md.; West Virginia; Cape May, N. J.; Chicago, Ill.

PRESENT NUMBER OF EMPLOYEES AND ESTIMATED INCREASE OF WORKERS AS OF MAY 28, 29, AND JUNE 10

New York Shipyard, Camden Forge Co., Radio Corporation of America, John Mathis Shipyard Co., and Penn Jersey Shipyard, all of Camden, N. J.

New York Shipyard:

Number of workers on pay roll as of May 28, 1941	12,856
With additional workers in yard with private contractors, and United States Navy	1,300
Total number in yard	14,156

This shipyard estimates they will require 5,000 additional workers by March 1, 1942, for a total of 17,856 by March 1, 1942.

These figures showing present-day and estimated number of workers are based only on present-day contracts, and do not take in anticipated contracts from the $7,000,000,000 lend-lease bill. Therefore, it is quite possible that between 28,000 to 30,000 workers may be employed by and during 1943.

Radio Corporation of America:

Number of employees as of May 29, 1941	11,691
Estimated increase of workers by Dec. 31, 1941	2,750
Total by Dec. 31, 1941, estimated at	14,441

These figures are based upon present contracts. Future contracts are anticipated.

John Mathis Shipyard:

Number of employees as of June 6, 1941	450
Estimated increase by Dec. 31, 1941	100
Total by Dec. 31, 1941, estimated at	550

These figures are based on present contracts. Future contracts are anticipated.

Penn Jersey Shipyard:

Number of employees as of June 10, 1941	100
Estimated increase by Dec. 31, 1941	400
Total by Dec. 31, 1941, estimated at	500

Present and anticipated extra workers are only for work on present-day contracts. Future defense contracts are expected.

Camden Forge Co.:

Number of workers as of June 10, 1941	800
Anticipated increase by Dec. 31, 1941	125
Total by Dec. 31, 1941, estimated at	925

Present and anticipated workers are only for work on present-day contracts. Future defense contracts are expected.

There are 12 plants in the city of Camden that have received and are now working on defense contracts.

No data have been given to the Camden Homes Registration Office as to the present number of employees or anticipated increase of workers of the seven other plants.

Recapitulation

New York Shipyard, Camden, N. J.:	
Employees as of May 28, 1941	12,856
Estimated increase by Mar. 1, 1942	5,000
Total by Mar. 1, 1942	17,856
Radio Corporation of America, Camden, N. J.:	
Employees as of May 29, 1941	11,691
Estimated increase by Dec. 31, 1941	2,750
Total by Dec. 31, 1941	14,441
John Mathis Shipyard, Camden, N. J.:	
Employees as of June 6, 1941	450
Estimated increase by Dec. 31, 1941	100
Total by Dec. 31, 1941	550
Penn Jersey Shipyard, Camden, N. J.:	
Employees as of June 10, 1941	100
Estimated increase by Dec. 31, 1941	400
Total by Dec. 31, 1941	500
Camden Forge Co., Camden, N. J.:	
Employees as of June 10, 1941	800
Estimated increase by Dec. 31, 1941	125
Total by Dec. 31, 1941	925
Estimated increase of workers of 5 defense production plants, Camden, N. J., on present-day Government contracts:	
New York Shipyard	5,000
Radio Corporation of America	2,750
John Mathis Shipyard	100
Penn Jersey Shipyard	400
Camden Forge Co	125
Total	8,375

Mr. Abbott. As exhibit 13, I offer a report on employment procedure and training program of aircraft workers by Dr. David Mack, employment manager of the Wright Aeronautical Corporation.

(The report referred to above is as follows:)

Exhibit 13.—Employment of Aircraft Workers in New Jersey

REPORT BY DAVID MACH, EMPLOYMENT MANAGER, WRIGHT AERONAUTICAL CORPORATION

Paterson, N. J., *June 24, 1941.*

At the end of 1939 this company had 6,600 employees. At the end of 1940 there were 15,000 employees. At present there are somewhat more than 17,000, and our anticipated increase in total pay roll is less than 1,000.

The minimum age among our employees is 18 years. There are no specifications with respect to country of birth or with respect to race of our employees; there are certain physical specifications as established by our hospital, and these vary with the job for which the applicant is being considered.

In concurrence with the expressed desire of the Office of Production Management, this company is making a concerted effort not to hire away from other industries on Government contract work any individuals employed on defense projects. Each employment supervisor in this company (our employment supervisors have charge of hiring) has for reference a list, furnished at our request by the Office of Production Management, of all industries in the immediate neighborhood as well as those in the metropolitan area of New York which are on Government contract work; it is the policy of these employment supervisors to make no offers to any applicant presently employed with any one of these firms. There are rare exceptions when the employment supervisor wishes to make an offer to such an applicant, but this he never does without first asking the permission of the personnel department of the company concerned.

This company has on its pay roll many women in the capacity of clerical workers, stenographers, cafeteria help, etc. Also, there are approximately 200 women employed on small-parts inspection. There is at present within this company a committee actively at work considering the possible employment of women on jobs now held by men in event that the national emergency should warrant such an undertaking.

POLICY IN ASKING DEFERMENTS

It is the policy of this company to ask for deferments from duty in the armed forces only in the cases of individuals presently employed in occupations for which it is difficult to hire or train.

For the past several years, and entirely independent of the present emergency, this company has made each year a recruiting trip to the various colleges and universities throughout the country for the sole purpose of recruiting graduating engineers. With this single exception, it is not the policy of this company to make recruiting trips. One recruiting trip was made in 1939 into New England for the purpose of hiring skilled machinists; but the results of this recruiting trip were highly unsatisfactory since it resulted in the hiring of men who soon left the employ of this company to return to their homes; labor turn-over among this group was conspicuously high. Furthermore, for purely unselfish reasons, this company has not made any such recruiting trips recently because of the avowed desire of the Office of Production Management for defense industries not to do so.

This company has hired applicants who live an appreciable distance from Paterson only in cases when local help has not been available, and only when such help has not already been employed on Government contract work.

We are operating under an agreement with an independent union known as the Wright Aeronautical Employees' Association.

Enclosed is an article entitled "Industry's Need of Skilled Help for the National Defense Program," which describes in some detail the training program in this plant.

(The article referred to above is as follows:)

INDUSTRY'S NEED OF SKILLED HELP FOR THE NATIONAL-DEFENSE PROGRAM

At the beginning of 1939 unfilled orders of the aircraft industry amounted to approximately $200,000,000; by January 1, 1940, the total had risen to $621,900,000; and by January 1, 1941, the total backlogs had increased to $3,700,000,000, or about six times the level of the preceding year.

This enormous backlog of orders has created a number of extremely serious problems: (1) The necessity for tremendous expansion of manufacturing floor space; (2) the procurement of machine tools and equipment; (3) the hiring and training of requisite personnel.

A study of the aircraft industry reveals that a major part of those producing airplanes are located along the Pacific coast, and that the engine industry is concentrated on the eastern seaboard; also that the propeller manufacturers are located in the eastern States of Connecticut, New Jersey, and Pennsylvania. It is likely, however, that this geographical concentration will not continue for long. Because of the desire of military authorities to locate vital industries in locations more easily protected, there is a tendency for new factories to be built in the interior of the United States rather than near the sea coasts.

MUST DOUBLE PANE PLANTS

It is estimated that in order to meet the new demands for planes, the airplane industry will be compelled to more than double its physical plant facilities or from 9,164,430 square feet to 22,170,304 square feet of floor space.

Engine plants will be increased from 4,967,115 square feet to 11,123,567 square feet of floor space, propeller plants will increase from 398,720 square feet to

1,153,900 square feet, or the aircraft industry as a whole will increase from 14,530,265 square feet to 34,447,771 square feet of floor space. It should be noted approximately 100 square feet are required per worker for airplanes and approximately 150 square feet for airplane-engine manufacturing.

Many estimates of future labor requirements have been made, and all are subject to a wide margin of error. The figures presented here have been compiled from reports of individual manufacturing companies. The report of these companies show the number of each model to be made each month and the man-hours of work required to produce each model. From this data has been estimated the number of man-hours which must be applied each month to fulfill the scheduled operations.

AIRCRAFT EMPLOYMENT AT PEAK

At the present time, employment in the aircraft industry is at the highest point ever reached. Employment has steadily increased for the past 2 years, and must expand more rapidly if the program is to be executed. In October 1940, the estimated number of workers in the aircraft industry was 203,600; by August 1941, the estimated workers will be 455,500. This means that between October 1940 and August 1941 a quarter of a million new workers will have to be hired and trained to meet the exacting requirements of the aviation industry. Translating these figures into monthly requirements it would mean 25,000 workers would be added each month between October 31, 1940, and August 31, 1941.

The above is an estimate of the number of employees who will be required to meet orders for aircraft, but this is insufficient. It is necessary also to examine the skills which are needed in airplane manufacture. Unfortunately, current figures on this are not available. However, on the basis of a field study made in June 1939 by the Bureau of Labor Statistics, it is estimated that in the airplane industry skilled workers comprise 41.3 percent of the total; semiskilled, 46.5 percent; unskilled, 7.7 percent; and others, including clerical, 4.5 percent. In the engine plants, 37.4 percent of the workers are skilled; 46 6 percent are semiskilled; 9.9 percent as unskilled; and 6.1 percent clerical and other.

In Paterson is located the main plant of the Wright Aeronautical Corporation. This plant builds radial-type air-cooled aircraft engines. These engines represent what is probably the highest degree of precision and accuracy ever built into a power plant

WRIGHT AERONAUTICAL CORPORATION EXPANSION

With the advent of the war, and the greatly increased demand for high-powered aircraft engines, the Wright Co. was faced with a problem of expansion, the limit of which has not yet been reached. This expansion began in 1939, and with it have been associated all of the problems incident to engineering, production, and personnel. It is with this phase that I propose to deal with briefly in this paper.

During the year of 1936, this corporation had 2 900 employees on its pay roll; 1937 they had 3,393 employees, an increase of 493; 1938 they again increased to 4,342 employees, an increase of 949; 1939 they had 6,661 employees, an increase of 2,319; 1940 their pay roll showed 14,957 employees, an increase of 8,296. This increase in 1940 being more than two and one-half times the total pay roll in 1936. Of course, plant facilities had to increase along with the personnel.

PROCEDURES IN SOLVING PRODUCTION PROBLEMS

In solving any engineering or production problems, established procedures have been developed. These procedures are well known, and they have been accepted generally by executives of manufacturing establishments. In the case of problems dealing with personnel, the engineering approach has seldom been recognized or adopted. When we were faced with the problem of a tremendous and rapid expansion of our personnel, we realized that it could not be solved through some hit or miss procedure. Rather, we were convinced that, if it were to be solved at all, engineering techniques would have to be followed. When I say "engineering techniques," what I have in mind is a critical analysis of the problem that is faced, a careful survey of the facilities immediately at hand to meet it, the availability of raw materials that can be utilized, and a production schedule that will serve as a control for carrying through the program that is adopted.

As early as 1936, the Wright Co. recognized they were facing a market that would require a considerable expansion of their manufacturing facilities. After experimenting with the labor that was available in the open market, it was decided that better results could be obtained through selecting green workers, and training them in what might be called an operators' apprenticeship program.

The labor that was available had not been trained to meet the production techniques, and tolerances and precision that was required for the manufacturing of the Wright engine. It was also discovered that the reconditioning of this so-called available skilled help involved more effort, and production loss, than would be the case through taking green help and conditioning it from the start to meet the standards that were required.

The personnel that was enrolled in this operator apprenticeship program was classified as trainees. The avowed objective of this program was to produce competent machine tool operators. The training given these men was limited in scope to the operations and machine tools found in a particular department of the plant. While no effort was made to limit the training to a single type machine tool, neither was any effort made to transfer men from department to department. However, the foremen in the individual departments were introduced to the program that had been decided upon, and they gradually were trained to the point where they carried it on most effectively. In addition to the actual operating experiences provided for this trainee group, the local vocational school was asked to provide related technical training in such subjects as shop mathematics, shop science, drafting, and industrial economics.

VOCATIONAL SCHOOL IN PATERSON

The vocational school in Paterson is a school operated by the board of education of the city. It is a public school. The administrative organization of this Paterson Vocational School is rather novel. Ever since the school was first organized there have been associated with it, trade advisory committees, and a board of trustees. For each industry represented in the school there is a trade advisory committee. From each trade advisory committee one member is nominated to act on a board of trustees. These advisory committees and the board of trustees are lay bodies, and the board of education depends on them entirely for advice for the proper development and operation of the school. On the metal trades advisory committee, the Wright organization is represented by three men.

One is our production tool supervisor, one is our production methods supervisor, and I, as supervisor of training, am the third. This advisory organization, made up of practical men from industry, has resulted in the development of a most practical type of vocational school for Paterson. When faced with the problem of providing related technical instruction for the trainees' program for the school, it was simply a matter of following recommendations made by the metal trades advisory committee.

In presenting the foregoing picture of the trainee program, and the contact with the vocational school, I have been endeavoring to lay the ground work so you will be able to understand how it was possible to meet the problems of our recent rapid expansion of personnel. In the fall of 1939, when it became apparent that the Wright Co. would be faced with a tremendous increase in its personnel, our critical study of the whole situation indicated that, while our trainee program had served admirably for a normal expansion, it would be too slow to cope with the situation that was developing. Our study of this situation indicated that a modified form of trainee program could be developed to meet the new condition. In place of having a man become a trainee, apprenticed to a department, it was felt that it would be more effective to substitute a system that would train a man to operate a single type machine tool. It was also felt that, in place of a program extending over a period of 2 or 3 years, during which time actual shop operating experiences and related technical instruction would go hand in hand in the plant, some form of intensive preemployment training should be developed.

TRIAL OF PREEMPLOYMENT TRAINING

In view of the facilities already existing in the vocational school, and of the willingness of the Wright Co. to supplement the existing school equipment with a number of additional production type machine tools, it was felt that an intensive preemeployment training program, involving both related technical instruction, and shop experiences on a single type machine tool, could be carried on in the school. After careful study, I proposed such a scheme to the school authorities, and on recommendation of the metal trades advisory committee, and the approval of the board of education, it was decided to make a trial of this new venture.

This preemployment training program, that had been suggested to the vocational school, resolved itself into a 4-week course. The first week of the course has been developed for a period of intensive class work. This class work consists of four subjects, namely, shop arithmetic, shop science, reading operation sheets, and the use of measuring tools. The hours that were set for the school training program were from 4 in the afternoon, until 11:15 at night, with a 15 minute lunch period from 7:30 to 7:45 o'clock. This clock schedule gave a total of 35 hours per week, or 8¾ hours for each of the four subjects listed. In order that there would be no wasted motion during this week of intensive class work, mimeograph lesson and home worksheets were prepared for each night for each subject. Each night each teacher is required to grade each student on his progress. Those who fail to maintain a satisfactory standing are dropped from the program. At the close of this week of intensive class work, the student's record is compiled, and on the basis of his accomplishment he is arbitrarily assigned to a single production type machine tool. In the class subjects, a teacher is given 20 men. In the shop units, a teacher is given 10 men. As is the case with the work in the classroom, each shop teacher is required each day to chart the progress of each student, and to check the operations that he has been taught. There is a cumulative record kept for each student, and this folder gives a complete history of the student's progress and ultimate disposition.

GRADES AFTER 4 WEEKS OF TRAINING

At the completion of the 4 weeks of training, the shop teacher is required to make an average grade for each student. It might be well to note here that, as the shop teacher discovers that a student does not have the ability to master the manipulations involved in his shop experience, he is dropped from the program. From these grades that are submitted by the shop teacher, lists are prepared giving the name, machine on which the student has been trained, the rate he attained, his date of birth, his height, and his weight.

These lists are forwarded to me, and on the basis of the jobs that are available, the school is notified when to have the individual man report. The school then sends the graduate to our employment office with an introductory card, on which is entered his name and his machine classification. The man is then started as an employee of the company, and assigned a number which indicates he has a status as a learner.

An exception to this particular routine is concerned with the training of inspectors. In order to meet the demands for inspection service, a program was developed that would take a certain number of the graduates from the 4-week program just described, and superimposing an additional 2 weeks of training in inspection techniques and in routine paper work. For this particular group, the training period is 6 weeks, and on the completion of the training they are earmarked for the inspection department.

VALUE OF FOREMEN TRAINING

Previously I mentioned that the foremen had been familiarized with the technique of caring for beginners. It is here that this early foreman training demonstrates its value. The foremen recognize as beginners these men who have been graduated from the training program in the vocational school, and have been assigned to them. There was no bluff involved, and no attempt on the part of the new worker to cover up any deficiencies or to carry through any false statements that are sometimes associated with beginning workmen. These graduates are assigned by the foremen to work alongside of experienced operators on the type machine, and on the specific operation, that they are eventually to handle. This period of partnership with an experienced operator usually lasts from 2 to 6 weeks. As soon as it is felt that the learner is competent to be given the responsibility for operating a machine of his own, the transfer is made, and the new worker is on his own. In the rate structure that is in effect in our organization, allowances are made to accommodate the limited production of the beginning worker. His percentage of unit production is set up on a graduated scale, and at the end of a fixed period he is required to come up to the production set for the particular operation.

SPECIFICATIONS FOR APPLICANTS

In developing this program with the vocational school officials, many specifications that would have to be met by beginning applicants were provided by the company.

These specifications include such elements as citizenship, age, height, weight, education, previous work experiences, and standards of health such as are currently required by our medical department. In order to make the screening process still more effective, a standard intelligence test, and temperament test, have been introduced. Through being required to meet the man specifications that have been set, and to have all applicants pass a physical examination comparable to that required by the company, there is every assurance that those who are admitted to the vocational school program would be eligible for employment, could they meet the training requirements set up in the school.

When the program was first introduced, all applications were handled through the vocational school office. This procedure lasted from January 2, when the first class began its sessions, until July 1, when the national defense vocational training program was introduced. On July 1, all referrals to the program were made through the New Jersey Employment Service. The only changes that resulted from the program coming under the national defense organization were, first that the Paterson Board of Education would be reimbursed 100 percent from Federal funds for moneys it expended for the program, and second that any restrictions as to residence were eliminated.

TWO POLICIES ON CONTINUITY OF TRAINING

In view of the intensive nature of the program, and the evident need for continuity of both school training, and learner observer, and learner operator status, two definite policies were adopted when the program was approved in the latter part of 1939. The first was that no training would be given in the vocational school unless there were a specific job for which to give the training, and the second was that no training would be given unless there were prespects of employment immediately upon completion of the training. The purpose of these two policies was to insure that there would be no general, or hit and miss training given, and that no public funds would be wasted on a training program that did not result in immediate employment for those admitted to the school.

To carry out such policies required very close cooperation between my office and the vocational school. As our needs for this type of beginning operator were worked out, the school was notified of the schedule, and asked to produce men from the different machine classifications at a fixed rate. As the employment situation changed in the plant, the training program was modified to meet it. Thus, if it were evident that 10 external grinders, 10 internal grinders, and 4 tool and cutter grinders could be absorbed per week, then the school schedule was adjusted to turn out that number. This same situation existed throughout all the other machine classifications.

MONTHLY REPORT ON CLASSIFICATIONS

Each month a report is prepared giving a cumulative picture of the different classifications under which men have been trained, and placed in employment. A copy of this chart is available to those who may be interested in securing it.

One of the highly important elements that has been responsible for the outstanding success of the program is that dealing with the teaching staff. When the program was proposed to the vocational school in the fall of 1939, and the training schedule laid out, the company agreed to release competent operators who could act as shop teachers. These men were engaged as full-time employees by the Paterson Board of Education, which paid them a salary, while at the same time the company continued them on its pay roll, paying them a nominal wage in order to preserve their seniority, and other privileges.

As the need developed for increasing or decreasing the output of the vocational-school program, these shop teachers were returned to the plant, or sent back to the school, in terms of the requirements of the schedule. Through having competent operators from the plant act as teachers in the school, it has been possible to indoctrinate the beginning workers with the ideals and the standards that are in effect in the plant. Furthermore, through following such a procedure, the transition from school to shop was made with a full knowledge of the type of experience with which they would be faced when they became employees of the company.

For teachers for the class subjects, the vocational school relied upon its day school staff, and on the production-engineering department of the plant. The teachers for this particular phase of the school program were not engaged as full-time teachers, as is the case with the shop units. Teachers in the class subjects teach 1 week out of 3. While such a plan necessitated the development of three groups of teachers for this particular phase of the work, it made it possible for the men selected to continue with their regular work in the production engineering department, or in the day school.

Through the success of this particular innovation in the field of employee training, it has been demonstrated that, with proper planning and organization, idle manpower can be trained and conditioned to meet available employment. On the operator level, our plant in Paterson does not face any problem dealing with shortage of labor. It is our earnest conviction that this scheme which we have developed, and which has proved so successful, can be modified to meet any demand that may be made upon us.

SUCCESS FORMULA FOR TRAINING PROGRAM

In conclusion I would like to take the liberty of offering a formula that will insure the success of such a training program in any community. It revolves itself around the principle that industry must be aggressively cooperative in its community. Industry must be willing to cooperate in every possible manner with all agencies responsible for supporting and administering the educational program within its district.

This may require time on the part of management, donations of equipment, and supplies, lending plant personnel to act as teachers, encouraging the city and school administrations, or any of a number of similar factors. In any case, industry must be willing to give generously whatever help is required. Since the Wright organization was first developed in Paterson, our management has consistently followed through such a policy of cooperation. That such a coperative policy can produce results has surely been proved in our present situation. In spite of the stress and the strain of the tremendous expansion through which we have been passing, this policy of industry cooperating with local government and school officials has made it possible for the Wright plant to engineer a most important phase of our personnel problem to a most satisfactory conclusion.

Mr. Abbott. As exhibit 14, I offer a report on the activities of the Fort Dix Community Service of Pointville, N. J., by Mrs. William Grobler, chairman.

(The report referred to above is as follows:)

Exhibit 14.—Fort Dix Community Service, Pointville, N. J.

REPORT BY MRS. WILLIAM GROBLER, CHAIRMAN

The Fort Dix Community Service was organized September 26, 1940. All agencies doing social work were invited to join in a cooperative movement to meet the needs of health, welfare, and recreation, as well as housing and employment in the Fort Dix area, with the result that 19 agencies participated. They are actively associated and working in this project supported entirely by voluntary contributions. This is an outstanding example of the ability of individuals and agencies to work together harmoniously for one great objective; a real democracy at work. The commanding officer of the fort cooperated by appointing a liaison officer to represent the United States Army on our executive board. The Fort Dix Community Service is a local community defense council chartered by the State defense council, January 1, 1941.

Our first project was an information bureau at Wrightstown dispensing information as to transportation facilities, timetables, housing facilities, movies, church services, etc., in the surrounding towns. This service is available to civilians (principally construction workmen) and soldiers seeking accommodations for visiting families. Over 1,000 placements have been made through this bureau to say nothing of all the other services rendered.

Our next venture was to find adequate headquarters. Whenever opportunity afforded, soldiers were asked "What is the most desirable thing that could be planned for you for your leisure time off the post." In every instance the reply was first "A place as near like home as possible," and second, "A good cup of coffee." These requests resulted in our securing a portion of the Methodist Parish Hall in Pointville through the very generous cooperation of the Methodist Church. A room 23 feet by 48 feet was comfortably furnished and opened for service on January 26, 1941. This is a place where soldiers may come to read books and current magazines, write letters (we furnish the stationery), play chess, checkers, ping-pong, darts, quoits, badminton, tune in their favorite radio station, play the piano or victrola. Our library now numbers 1,500 volumes.

HOUSE MOTHERS

House mothers are always there from about four in the afternoon until 10 o'clock closing time. These women are trained volunteers and chosen for their ability to understand young men, to inspire confidence and listen to any soldier when he cares to talk about his interests or his worries. There are cookie jars filled with home-made cookies to which the boys help themselves. Each evening between 8:30 and 9 o'clock coffee is served with the cookies.

A fully equipped sewing basket is always handy so the house mother can sew on buttons or sew up a seam or do a bit of mending.

The soldier takes great pride in bringing in the family or his best girl on Sundays when they visit him so that they may see where he spends his time "off the post." To sum it all up "A substitute for home."

Policy and program are being developed to meet the needs as they arise. One point of policy has been definitely established and that is the soldier does not pay for any service rendered in the building. The soldiers help very materially in building program. They have established checker, chess, and camera clubs, dramatic clubs, and are now having talent nights. Various civilian groups are bringing in evenings of games and music. There is a Methodist church next door which has cooperated wholeheartedly and allowed the church auditorium to be used for glee clubs and concerts, following which they come into the center for fellowship and refreshments.

Another very important phase of the work is hospitality in the homes. There are several thousand soldiers who cannot go home when they have a week-end pass because of the distance. An invitation to come home for the week end or for Sunday dinner is a great thing when a fellow is homesick or blue.

RECORDS OF ATTENDANCE

It is sometimes difficult to keep accurate records of attendance with three entrances so we know our count is low, but our records show 7,099 soldiers and 3,750 civilians used the building during May. This record surely proves a definite need. Our aim and desire is to help these young men have an experience which will be of real value in their lives beyond military training. A soldier will learn to know his neighbor, to have a sympathetic understanding, to be able to look deeper than the surface for real worth and strength of character. From our conversations with them we know this is happening and we are sure they will return home with a greater faith in mankind.

Young Men's Christian Association.
Young Women's Christian Association.
Salvation Army.
Jewish Welfare Board.
Travelers Aid.
Officers' Wives.
Veterans' organizations.
Welfare and social organizations.
Religious groups.
Red Cross.
Grange.
Women's clubs.
Parent-Teachers' Association.
Family Service Bureau.
County Library.
W. C. T. U.
W. P. A.
State Troopers.
Board of Freeholders.
State Board of Health.
Alcoholic Beverage Control.

Mr. ABBOTT. As exhibit 15, I offer a report by Mr. Charles L. Kofke, director of research and statistics of the New Jersey Unemployment

Compensation Commission, to which is appended material excerpted from the pamphlet Labor Supply and Demand in New Jersey During April 1941.

(The report and other material referred to above are as follows:)

EXHIBIT 15.—REPORT OF UNEMPLOYMENT COMPENSATION COMMISSION ON MIGRATION TO NEW JERSEY

BY CHARLES L. KOFKE, DIRECTOR OF RESEARCH AND STATISTICS, STATE OF NEW JERSEY UNEMPLOYMENT COMPENSATION COMMISSION, TRENTON, N. J.

APRIL 2, 1941.

We have made a survey of the Newark, Jersey City, Camden, and Dover areas in New Jersey in order to determine the extent of any worker migration which exists.

Our report on this subject is quite negative in that to the best of our ability we have been unable to discover that any abnormal worker migration exists at all in New Jersey. We are attaching a list of the persons of various agencies with whom we have consulted in order to arrive at this conclusion. Without exception, all of these persons have advised that they know of no local problems that have arisen because of worker migration in connection with defense employment. This is not to say, of course, that the increase of employment in certain areas has not aggravated the need for housing which has existed for some time. The very increase in employment and income of workers resident in a locality in itself is bound to aggravate housing needs, since all workers naturally desire to better their housing facilities as increased income makes the payment of higher rentals possible. Thus, without any migration, the more habitable dwellings become increasingly scarce, and whatever vacancies exist tend to become more and more uninhabitable.

Unquestionably, in areas such as Kearny, Dover, and Camden there has been a considerable increase in employment. Without considerable research which will involve questioning of the employees of the employers in these areas, it is not possible to determine how much of this increased employment is made up of each of the three components listed as follows:

1. Those already resident in the area.
2. Those newly resident in the area.
3. Those newly employed in the area, not resident, but commuting from distant points.

Only through a study aimed at an analysis of the employers' pay rolls in accordance with the above can reliable data be obtained. However, there is much evidence, particularly with regard to the Kearny and Dover areas, that many workers who account for the increase in employment commute by personal auto from distant points. For example, we have been advised that many workers at the Picatinny Arsenal near Dover commute by driving from distances up to 50 miles from Dover. A number of workers commute daily to the Picatinny Arsenal from Easton, Pa. Again, for example, officials of the Western Electric Co. in Kearney advised us that their workers commute from 187 different municipalities in New Jersey. It is also known that workers in the New York Shipbuilding Co. in Camden commute daily from distant suburban points of Philadelphia in Pennsylvania.

The volume of this intercounty and even interstate commuting is both a result and a cause of housing shortages in the areas of expanded employment. Workers, upon finding new employment at distant points, first use private cars for commuting and then endeavor to find suitable housing facilities; they continue to commute. Thus housing needs and highway congestion are but two phases of the same problem.

In summary, then, increase of employment in certain defense manufacturing localities in New Jersey has not created any problems of the types that arise as a result of mass migrations. Rather, at this time such increases in employment in New Jersey localities have only intensified the twin problems of housing and highway transportation.

Report on Labor Migration in New Jersey—Persons Interviewed

Henry C. Von Wiegen, employment service, Newark district supervisor.
James L. Wall, employment service, Newark local office manager.
George T. Zachary, employment service, Bloomfield local office manager.
John Rapp, employment service, Harrison local office manager.
Joseph Kelly, employment service, Jersey City local office manager.
Ben Rabinowitz, employment service, Hoboken local office manager.
William W. Lawrence, employment service, Union City local office manager.
Henry Boissevain, employment service, Bayonne local office manager.
Edgar R. Torkelson, employment service, interviewer in charge.
Augustus E. Lilley, employment service, Camden local office manager.
Harold Letts, executive director, Urban League of New Jersey.
Mrs. William Glatt, secretary, Travelers' Aid Society, Newark.
E. W. Wollmuth, executive vice president, Newark Chamber of Commerce.
Capt. P. Butler, Salvation Army, Newark.
Mrs. Robert Whelan, director, Mount Carmel Guild, Newark.
Harvey Harris, Bloomfield Real Estate Board.
J. Schaffer, secretary, Jersey City Chamber of Commerce.
Mr. Berla, president, Dover Chamber of Commerce.
Robert G. Wall, field manager, Dover Chamber of Commerce.
Robert Schwartz, Dover Real Estate Board.
M. L. Day, secretary, United States Civil Service Commission, Picatinny Arsenal.
P. H. Porter, mayor of Wharton, N. J.
W. P. Partenkeimer, general secretary, Camden Young Mens' Christian Association.
Francis J. Hill, secretary, Camden Chamber of Commerce.
Maj. William Harrison, Camden Salvation Army.
Horace Dickson, executive director, Camden Housing Authority.
William W. Logan, director of welfare, Camden.
George W. Griffiths, Unemployment Compensation Commission advisory council.

Exhibit 15–A.—Excerpts From Labor Market Report, ES–274, for New Jersey, for Period March 27 to April 26, 1941

(Below are excerpts from a mimeographed pamphlet appended to Mr. Kofke's report. As the material contained therein was of a confidential nature, intended for internal administrative use of unemployment-compensation agencies, names of corporations and other identifying matter have been deleted.)

New Jersey's labor department reported construction for the month of March to be nearly five times the March average for the last 22 years. Only 4 other similar months exceeded March 1941 during that entire period. Building plans approved numbered six times the average for the last 22 years.

Employers in 27 New Jersey communities received 90 percent of the total of $1,600,000,000 in contracts let through the 15th of March for defense preparation, thereby reflecting a potential employment demand for this month and for many succeeding months. Contracts for, roundly, ten million were awarded for the period March 16 to 31. Last month's contracts included reciprocating engines of the old style, 2,500-horsepower type, which will be used in emergency cargo vessels of 10- and 11-knot speed. Aviation continues to receive potential work demands in contracts for engines and maintenance parts. During the last half of March, six New Jersey firms were certified to build plant facilities deemed necessary to the defense program. During the week ending April 12, over 11½ million dollars in contracts were awarded New Jersey clothing factories and textile mills for the manufacture of coats, jackets, trousers, and serge cloth. One contract for the last item amounts to over $4,000,000. Other contracts announced for that week amounted to slightly more than $1,000.000. Miscellaneous contracts for a wide variety of products have continued to flow into this State.

Favorable weather conditions have accelerated farm activities within the State, and farmers are said to be having difficulty in keeping up with the season. Long hours are needed to prepare the soil for spring planting.

Some addition to the labor market is expected when the W. P. A. projects now being brought to completion are terminated. Further additions to the labor supply are expected as a result of the resettlement program for refugees.

BUYING EXTRA FARM MACHINERY

Labor shortages in agriculture, both farm and dairy, are being met by the purchase of extra machinery, automatic equipment, and the like. The attitude of the owners is that they will produce what they can with what they have, and that if labor shortages prevent them from completing their harvest, they will have to leave the rest go. Truck farmers in meadowland areas will be particularly hit because the soft ground does not lend itself to the use of machinery. Likewise, in the dairy industry, labor shortages prevent the processing of milk produced; cows will have to be sold. It is thought that help for the canneries and other highly concentrated production operations will be almost impossible to get. Because of the competition by defense activities for workers, it is expected that labor is going to be "tough to get at any price." Army inductions are also contributing to the difficulty, removing 5,300 employables from normal occupations this month. It is expected that there will be a demand for family men between 40 and 50, not likely to be called into service. On the whole, the shortage is estimated by the State labor department to be about 28 percent in spite of a 10-percent increase in wage rates.

Clearance activity for the month indicates a series shortage of institutional service help. The shortage of trained nurses is so severe that arrangements have been made with the department of institutions and agencies for a complete survey of all known professional and attendant personnel within the State. The employment service is requesting interviews with such persons for the purpose of informing them of the need in State institutions. Expected shortages in skilled and semiskilled industrial occupations continue. The following table gives an analysis of clearance activity for the month:

Occupation group	Orders	Numbers needed	Unfilled shortages	Placements
Professional and managerial	33	110	126	9
Clerical and sales	24	40	148	
Service	11	[1] 244	279	
Agricultural, forestry, fishery, etc	6	10	4	
Skilled industrial	128	431	517	91
Semiskilled	38	256	156	61
Unskilled	6	60	42	

[1] Mainly institution attendants.

Demand for workers in the clothing industry is being made more acute by the addition of new firms to the roll of covered employers solely for the purpose of obtaining Federal contracts.

Automobile repair operations may be seriously curtailed if defense industries continue to pull mechanics away from that type of service. Conditions in southwest area are said to be "alarming" because men are "leaving in droves." A committee of the Camden Automotive Trade Association has been appointed to study the problem.

During the latter half of the month of April, the ———— Co. continued their recruitment campaign throughout the State of New Jersey for tool-room capabilities, production-shop skills, production-control experience, white-collar men, brass molders, and engineering draftsmen, designers, etc. Local offices combed the active and inactive files for the second time. Because of their willingness to pay higher starting rates for both fully skilled and partly skilled applicants, they were able to obtain 140 mechanics and trainees in various parts of the State. These results were obtained by almost complete removal of age restrictions and acceptance of partly skilled applicants for further training at the plant. Extensive advertising continues and will be follwowed up by recruitment activities in the Asbury Park and Newark areas during the week of May 3. Their clearance orders, initiated last month, continued over the present period.

TRAINING IN HIGH GEAR

Training for defense in New Jersey continues in high gear, centering around activities of the employment service acting in liaision capacity between employers and educational authorities. The task of coordinating training with industrial demands is made more complicated by conflicting specification patterns with respect to national origin and race, causing oversupply in some areas and shortages in others. This is being overcome by spreading the loads within commutation areas rather than confining them to jurisdictional boundaries. Where rigid specifications exist, there is an oversupply, and where liberal employer specifications are in force the supply cannot satisfy the demand. An instance illustrates: Because of peculiar machine-operating requirements, shorter trainees are not acceptable to the ———— Co., while employers in the Newark industrial area do not find such specifications necessary.

The new crop of high-school graduates and undergraduates is being registered in the public schools in anticipation of their absorption, either for the summer or permanently into the defense program. In this connection, negotiations have begun for inclusion of Civilian Conservation Corps boys in the training program. Employers are being encouraged by the employment service and the New Jersey supervisor of training within industry to push their personnel to higher skills in order that full advantage may be derived from the training of recent graduates. In the Camden area aptitude testing in conjunction with training will assist materially in filling the demand for over 1,000 production workers.

REHABILITATION OF DELINQUENT YOUTHS

Rehabilitation of delinquent youths is contributing considerably to the training program for national defense. Cooperating with the State board of children's guardians, the National Youth Administration is finding good material which might otherwise be lost. Employment service is anticipating the availability of high-schools' plant facilities for daytime use during the normal summer vacation, particularly in those areas where vocational schools are normally operating.

Organized labor continues to strive for betterment of its position with demands for closed shop, increased pay, better working conditions, and protest against speed-up. Some strikes which began during the last reporting period have continued over into this period; some have been settled. New strikes have arisen; some expected and others without warning. A no-strike, no-lockout agreement was arrived at during the early part of the month between associated building contractors and Essex County American Federation of Labor locals after 6 months of negotiations.

The pressure of defense activity is again squeezing heavy industrial activity out into the urban residential areas where obsolete plant and equipment are being brought back into use. In some instances, these moves have resulted in protests from residents of the surrounding areas where noise of operations has continued throughout the night. If operating permits are refused on these grounds, temporary curtailment of production and employment may be expected.

A legislative measure creating a State labor mediation board became a law of this State when signed by Governor Edison on April 30. Wages and hours bill now in the legislature was amended to (1) increase the maximum workweek from 40 to 48 hours; (2) exempt individuals earning $200 or more per month from its provisions; also persons now affected by the Federal wages and hours law. But provisions are included for a shorter workweek down to 40 hours by a wage board named for any specific industry. Scheduled for Tuesday, May 6, a public hearing will be given to a measure introduced in the State senate to waive the restrictions of the 1940 child-labor statute against the employment of children between the ages of 12 and 16 in agricultural pursuits during emergencies. (The present shortage in agricultural labor is considered such an emergency because it may prevent the harvesting of perishable farm products.) The waiving of restrictions could be ordered by the State commissioner of labor upon petition of farmers.

Representative Sutphin is seeking a public hearing in the farm area by the Farm Security Administration on the question of establishing migratory labor camps in the central and southern agricultural districts in order to clear up alleged misunderstanding of the purpose of such camps and to obtain an index of public sentiment.

CHANGES IN SUPPLY AND DEMAND

The summer season preparations at the seashore resorts of this State are reflected in demands for service occupations by hotels and restaurants. If wages offered are reasonable, no difficulty in supplying the demand is anticipated. The pressure of defense activity is being felt as far south as Wildwood and the Cape May peninsula where clothing manufacturers with Federal contracts are reemploying garment workers for contracts which are expected to carry employment through the summer, provided deliveries of material can be obtained. * * *

Farming activity is having its seasonal upswing in that area, but the farmers are greatly concerned over the reduced supply of labor, not so much at present but certainly when the crop yields arrive. Canneries have begun to pack asparagus and are concerned over the probable shortage of help during midsummer. In Hammonton, the garment industry is now working at full-time capacity, and is in need of experienced single-needle operators. The congressional representative in that district is assisting local defense industries committee in advoating the reopening of a munitions-loading plant at Amatol as a means of preventing the drift of workers from that locality to activities in other defense centers. Demand for agricultural help in the Millville area is about as expected with apparently no shortage in supply. Lay-offs in garment industry are attributed to temporary lack of materials.

Salem reports an estimated need of from 1,500 to 2,000 workers for agricultural, cannery, and summer amusement service occupations. Expansion in the glass industry and defense activity in that area is exepcted to require from 150 to 300 more. Housing projects near Penns Grove, to accommodate local-defense workers, are expected to draw union carpenters, bricklayers, and laborers from the Camden area, since there is a shortage of union members locally. The construction of a modern plant for the ———— Co. will draw construction workers either from Philadelphia or Camden for the same reason. Upon the completion of the plant, tomato cutting, peeling, and sorting hands will be required as crops mature. The demand is expected to cover a wide range of skills in both sexes, white and colored. Only 200 to 400 are expected to be available. Recruitment from out of the State among Italians, and from the Southern States among the colored, may make up the need, but opinion is not optimistic. * * *

ALL BIG FACTORIES ON THREE SHIFTS

All of the large manufacturers around New Brunswick are now working on three shifts. The demand for machinists and machine operators still persists; satisfied to some extent by the employment of defense vocational graduates. An Army contract * * * has created an additional need for clothing operators and may require a Government permit to employ beginners. Several other clothing manufacturers in this area have already made such application. Cigar workers are available for part-time work beyond their present operations (2 to 2½ days). Draft age leaves some of the defense graduates available. Other trainees refuse low wages and manufactures require more experience. The supply of defense trainees is diminishing; candidates plead incapability of self-support while training or the expense of travel. Building construction workers are available beyond demand.

One hundred and more employees such as foremen, millwrights, and laborers are required by the opening of a zinc and nonferrous processing plant * * * at Metuchen in the Perth Amboy area. Two hundred more will be needed * * * within the next 60 days as a result of plant expansion for the manufacture of jewelry. Twenty-five machinists, laborers, radial drill operators, and boilermakers will be required * * * in the manufacture of boilers. If a contract is received * * * at Perth Amboy, as is expected, they will need approximately 1,000 boat-building workers. * * *

Federal Housing Administration construction in Shrewsbury on 268 homes has absorbed local construction workers, 100 percent union. The demand for domestics, gardeners, and nursery workers is heavy and difficult to fill because of low wages offered ($2.50 per day).

United States naval base at Bayonne is rapidly getting under way. Information available is conflicting in detail and, therefore, will not be submitted in this report. It is expected that the job at the graving dock will require a great number of construction workers of all kinds on a closed-shop basis. No estimates are available. * * *

Previously reported expansion programs * * * are now under way, with an estimated need for 900 steel workers, 1,000 machine workers, 450 small parts bench workers; some already hired. Occupations listed include operators of lathes, shapers, milling machines and radial drill presses, machinists, toolmakers, foundry men, coremakers, molders, patternmakers, furnacemen, rollers, roller tenders, and heat treaters.

Hoboken reports a sudden spurt in ship-repair activities along the water front, including repair of sabotage. Shipbuilding experience is at a premium and restrictions are "all off" in specifications. Blanket orders are the rule. Lack of shipping has restricted stevedore employment to part time.

Jersey City reports urgent need * * * of sheet metal workers and layout men to the extent that specifications on ability have been considerably waived. Operators on dress goods, underwear, knitwear, neckwear, and leather products are badly needed. Laundry workers and silk pressers are in demand. White-collar shortages include * * * bookkeeping, full charge bookkeepers, male stenographers, office machine operators, tool crib attendants, draftsmen, electrical engineers, and mechanical engineers.

AGE SPECIFICATIONS NOT RELAXED

Employers in the Jersey City area have not relaxed specifications on age sufficiently to absorb the older men of former skill, many of whom have not worked for 15 years. Workmen in nondefense industries have naturally drifted to defense activity when laid off because of lack of material. Trainees continue to be available because of prohibitive employer specifications. Some garment manufacturers have reached their slack season. General factory help without specific skill, clerical help, and truck drivers are available. Approximately 5,000 building-trades workers of all grades contribute to the active file. The supply of guards, watchmen, cooks, waiters, chauffeurs, and textile fabrication workers is plentiful.

The demand for skilled and semiskilled workers is extreme in Newark. * * * The expected installation of four electric steel furnaces * * * will require 200 or 300 men, 12 of whom will have to be experienced in the operation of such furnaces. * * *

A small supply of machine-shop trainees is available at this time. Available skilled workers are negligible in umber and higher-type unskilled workers are no longer available.

In the Clifton area, existing plants are being expanded. * * * Additional shifts are anticipated in the woolen industries requiring winders, warpers, and weavers who are now in training (numbers not given). Three hundred and fifty workers were laid off in the clothing industry, in insulation manufacture and in can manufacture because of the shortage of materials; but since reemployed. The ———— Co. will open a branch requiring 150 operators for the manufacture of house dresses. Because of the low wages offered, the openings are difficult to fill. Other industrial influx is taking place but numbers and occupations needed are not available. The demand for sewing-machine operators continues.

Vocational-school graduates are available because local employers are not absorbing them.

HACKENSACK NEEDS MACHINE OPERATORS

Orders have been received for machine operators and helpers * * * in the Hackensack area (numbers not given). * * * Labor in unknown quantities will be required for the construction of a highway bridge on Route 1 at Fairview, through the Federal Works Agency. Other construction indicates future demand not estimable at this time.

In the Morristown area, semiskilled and skilled workers are in slight demand and available. Young males with radio assembly experience are required * * *. Unskilled, semiskilled, and clerical workers are required for construction, arsenal work, and nursery operations (numbers not given). * * *

The textile industries, both manufacturing and dyeing, continue to remain active beyond the normal seasonal period. * * *

In Burlington, * * * sewing-machine operators * * * are still needed (numbers not given). Foundry molders, still available after the closing down of the ———— plant, are refusing to accept placement outside that area (numbers not given). Plenty of material is reported as available for defense training.

Camden reports the beginning of operations * * * for the manufacture of surface grinders requiring 10 workers. Future expansion is inevitable but estimates are not available at this time. Shipyards continue to expand operations; 100 in skilled machine trades are needed; loftsmen, ship fitters, and other shipbuilding occupations are in demand. The radio manufacturing industry is in great need of technically trained young men Plans are in progress for expected graduates to enter training courses between now and the time of their graduation, thus making them available for full production immediately upon the completion of their last school term. * * * While defense activity in this area is nil, employers are receiving the backlog, not produceable where defense activities are in priority. There is a distinct trend of workers away from this area; attracted by higher wages. Farm labor is badly needed. Forty dollars per month, living on the farm, and $50 to $60 for married men, is being refused, even though the rates are 25 percent above accepted pay last year (no estimate of numbers).

* * * * * * *

HIRING IN PHILLIPSBURG

Phillipsburg continues hiring at the rate of about 50 per week, probably to July 1, to fill heavy machine-shop occupations. The local office expects to meet the demand of plant expansion for semiskilled occupations as well as machine-tool operators. Estimates are not given. Approach toward completion of the * * * plant at Belvidere is providing a surplus of construction workers in this area. The process is gradual. Although 1,600 workers are involved, no problem is anticipated. Two hundred textile dye workers, presumably of the unskilled type, formerly employed in this area, have been absorbed * * *. The probability is strong that ———— will absorb 200 or more of the remaining idle textile workers upon the opening of that plant around July 1. The process uses the new color screen-printing technique.

The ———— Co. in Trenton is resuming operations on a contract calling for * * * 35 airplanes per week. All machine-tool operations in this area lack manpower. Brass molders, mold makers (presumably steel), electrical and mechanical engineers, male and female stenographers, cooks and short-order men, countermen and waitresses, rubber-mill men, and rubber calender operators are all in demand (numbers not given). There is a distinct demand in this area for vocational trainees, not of the beginner type, but more of the kind who are already working and need further training. Need is expressed for evening vocational courses. Through advertising and recruitment drives, defense workers have been discovered to be available both in quantity and quality (occupations and numbers are not given). Because of a lack of raw materials (made scarce by fuel shortages at the smelters), the ———— Co. has been compelled to lay off temporarily about 250 of its employees, pending the receipt of more material. Thirty-two vocational machine-shop gradutes are still available out of 197 trainees; the probability of placement is high. Sheet-metal workers are available. The ———— Corporation has begun occupying a plant reported purchased in the last report. White-collar workers have already been placed. Two hundred workers with storage-battery experience will be required initially. The plant starts with 350 and soon 1,000 will be needed. This estimate is called conservative.

A unique request has been received by the Woodbury office * * * at Gibbstown, seeking high-school teachers to fill the places of men who are expected to go on vacation during the summer.

LABOR STRINGENCIES

Severe stringency in farm labor and cannery occupations (now and throughout the harvest season) in the Bridgeton area is attributed mainly to long hours, low wages, and competition of defense activities. Stringency in the garment trades continues around Hammonton where employment has continued beyond the normal season. Therefore, usually expected berry pickers will not be available from among those workers. There is a shortage * * * in the Salem area of white boys 5 feet 10 inches and weighing 160 pounds for shipping-department labor; the turn-over is heavy. * * * As to nonskilled agricultural labor, unless a supply becomes available stringency will become acute within the summer.

STRINGENCIES IN ELIZABETH AREA

In the Elizabeth area, stringencies continue as previously reported. Restaurant workers are difficult to find. Defense openings are paying more for shorter hours. New Brunswick reports difficulty in semiskilled and unskilled occupations because workers are refusing to accept 33 to 35 cents an hour in lamp manufacture, clothing manufacture, cigar manufacture, and box manufacture. Orders for (from 75 to 100) laborers cannot be filled for the ———— Co., because of nationality, education, and marital status specifications. Sewing-machine operators are scarce; manufacturers contemplate seeking licenses for the training of beginners as operators. Skilled machinists and machine operators continue to be scarce. Specifications avoiding certain nationalities and draft ages are contributing to the acuteness of the general shortage. The same restrictions hold in the Perth Amboy area and, in addition, strict medical requirements. Machinists, tool and die makers, draftsmen, and skilled machine operators are needed.

In the Plainfield area, tool makers, lathe operators, and all types of machinists continue to be scarce because of certain foreign extraction limitations together with citizenship specifications. Even laborers who can satisfy rigid physical specifications are almost impossible to obtain. Neither resident nor out-of-town laborers can be induced to work in the Somerville area because the rates paid are not attractive. The local communities are not large enough to supply the necessary labor for their large plants. Sharp stringencies exist in this area.

The construction of the Graving dock at Bayonne is expected to cause stringency in all construction occupations. Skilled metal trades also are needed. Necktie operators are not to be found in this area and the shops manufacturing for the Army are badly in need of them. Because the seasonal slump has not occurred in the garment industry in this area, the demand cannot be met. Employers are resorting against their desire to the employment of beginners as trainees. Earmarking of trainees is handicapping placement in the Harrison area. The local office is unable to supply demand for workers in shipbuilding, telephone, and radio manufacture, roller bearing, pump and machinery manufacture, and steel manufacture.

HOBOKEN NONDEFENSE INDUSTRIES SUFFER

Because defense industries are absorbing at higher rates stringencies exist in the Hoboken area. For nondefense industries, where skilled workers have quit, skilled and semiskilled are difficult to obtain. A division of ———— Corporation is still unable to obtain help at $1 an hour because the prevailing rate for machinists is between $1.10 and $1.25. The present shortage of shipyard workers is expected to be aggravated in the near future when natives of northern New England return to that area upon the opening of shipyards there. Acute shortage of sheet-metal workers, machinists, and tool and die makers exist. If employers, who are depending upon Government underwriting of their expansion needs, decide to expand, the present shortages will become more acute. Union City reports a shortage of young factory workers for light operations. Referables to the National Youth Administration training courses are diminishing in number.

Laborers willing to work in the Irvington area for 35 cents an hour are difficult to obtain. One cause of labor stringency in the Newark area is the unwillingness of employers to relax specifications. Several industries report that they are unable to add additional shifts. Experienced steel rolling-mill workers are scarce and the demand for machine set-up men is general and unfilled. It is reported that the ———— Corporation (aeroplane specialty manufacturers) will pay almost any price for qualified draftsmen. In Summit, Anglo-Saxon junior male and female workers are noticeably unobtainable.

ACUTE SHORTAGE OF WEAVERS

There is a dire shortage of weavers, winders, and menders for the woolen industry in the Clifton area (estimated to be about 100). Spanners in the handkerchief industry are scarce. Skilled machinists and machine-tool operators are placed immediately upon referral, when found. Stringency is increasing in the following occupations: All male restaurant help, male stenographers (18 to 21), female industrial learners, comptometer operators, bookkeeping-machine operators, and white farm and horticulture labor. Shortages are said to apply to nondefense industries where the rates paid are not attractive enough to hold workers in competition with defense wages. Because of better wage rates than local employers have heretofore paid, Picatinny has drained the Dover labor market, affecting occupations such as store clerks, sewing-machine operators, factory laborers, farmers, and especially machinists. The situation is becoming acute. The same condition is spreading into the Morristown area. Shortages in the Paterson area are definite (but not given) especially in defense skills. Not even an adequate supply of laborers is available. The present stringency of skilled machine hands in the Burlington area gives indications of becoming more acute. The radio-manufacturing industry in the Camden area is concerned over the shortage of technically trained youth who are needed in special instrument production for the Government. Stringencies apparent in shipbuilding occupations, machine-tool trades, and through all grades of machinists are expected to become more severe in proportion to increases in plant facilities now in the making or contemplated. Unless employers in the Flemington area are soon willing to pay higher wages, it is believed that they will be unable to hold their employees against the inducements developed by stringencies in other areas.

Farmers in the Phillipsburg area are reported to be actually disposing of their properties because of the scarcity of dairy-farm labor. Where possible, milking machinery is being bought in hasty attempts to forestall the time when total lack of hired labor will make the operation of dairies little more than family affairs. Causes are said to be: absorption in the armed forces, enrollment in Civilian Conservation Corps, and competition with manufacturing and construction industry. Piracy is said to be the cause of limited stringencies of machine-tool operators around Phillipsburg and Hackettstown. Shortages of arc welders, electricians, draftsmen, and defense occupations are considered very likely in the Trenton area. An acute shortage of auto mechanics of the better type exists because of defense wages offered and because those in the active file do not meet up with specifications submitted by employers. The stringency of farm labor in the Woodbury area is increasing and threatens to become serious as the season advances.

PROVISIONS FOR ADEQUATE LABOR SUPPLY

1. *Greater utilization of qualified labor.*—Throughout the State, newspaper advertising, both by employers and by the local offices, has not produced expected results. Local managers in agricultural and dairy districts report that even the farmers are advertising. The defense registration program has not produced desired results. The State-wide use of local and interstate clearance procedures has had a marked increase. Managers are resorting to every conceivable device for attracting applicants. As a result of individual effort on the part of the local managers, there will be practically 100 percent enrollment of graduates from the pubic schools by the time the present school term is ended. Local conferences in connection with the change in unemployment compensation law have served as a means of bringing the Employment Service before the general public.

In the Toms River area, an experience cited is typical of reaction in other local areas. An order for skilled mechanics in the plumbing and heating trades was served in the usual manner. Five applicants sent succeeded in obtaining other jobs at higher rates before the employer could make up his mind. The employer was glad to be able to accept a less skilled applicant at a much higher rate than he had offered. In the Somerville area employers have begun to refer to each other applicants at their own doors whom they cannot use. * * *

DEFENSE SCHOOL IN HOBOKEN

The defense school at Stevens in Hoboken, has proved to be an effective means of developing technical qualifications. Within 3 days after the first term ended on April 7, 18 trainees out of 30 had been placed. Up to the present, only 2 remain unplaced, 1 because of nationality and the other because of personal characteristics. An elaborate system of employment procedure and testing was tried out in cooperation with the ———— Corporation, including self-administered tests in the local office. Failure of the procedure to produce results, is attributed to lack of speed and to the low rates offered the applicants.

Most offices throughout the State remain open until 10 o'clock at least two evenings a week for the registration of applicants who are seeking better jobs than they now hold. * * * In that [Newark] area employers are offering bonuses and other similar encouragement to attract applicants. Little success is reported in discouraging the practice. Employers in the Morristown area are offering higher rates to keep local labor. In the Burlington area an increase of 10 cents in rates offered has not produced appreciable results. The Camden office is using a testing program to find qualified trainees and candidates for direct referral. Increased use of the employment service is reported. A special recruitment program was conducted during the last month. The initial success of the national-defense drive for enrollment in the Phillipsburg area has since lagged. * * * Employers are reported to be sending personnel representatives into the Trenton area for interview at the local hotels. In an attempt to meet the demand for farm help the Woodbury local office obtained the cooperation of local relief administrators but without appreciable results. That office has registered the graduates of the Glassboro Normal School. Irvington reports that newspaper notice of night interviews at the local office produced applicants from a distance of 50 miles.

2. *Utilization of related occupations.*—In the Elizabeth area some employers who have reviewed the qualifications of their own employees have in many instances discovered unknown qualifications. In the Perth Amboy area employers have succeeded in holding together in their agreement to rigidly refrain from interplant recruiting. * * *

3. *Modification of skill requirements.*—The shortage of applicants in the Elizabeth area is so great that employers have completely relaxed their requirements and are accepting any who show promise of ability.

In the New Brunswick area employers are beginning to relax their specifications. The ———— Co. in Perth Amboy is now accepting lathe operators without recent experience. But in the Somerville area employers continue to require rigid medical examinations and strict adherence to job specifications. Modification of skill requirements is not yet apparent in the Harrison area. ———— [four companies] in the East Orange area will now accept applicants with some machine-shop background for brush-up training. Other employers, though advertising for skill, are accepting semiskilled applicants. * * * Some relaxation on age and experience requirements is reported around Clifton, though employers hesitate to reduce requirements. Morristown age specifications are relaxing, and, to some degree, skill requirements also. Hoboken reports further reduction in specification requirements, including broadened age limits, less skill, and a complete relaxation of recent experience. The scale of wages for unskilled labor varies from 50 to 62½ cents, having risen in 2 months from 45- to the 50-cent range.

4. *Training.*—Atlantic City reports continuation of gas and electric welding training but with few placements. High-school classes in woodworking and sheet-metal craft and rural-youth classes are the only training being done in the Bridgeton area. An additional course in sheet-metal working is contemplated at the Elizabeth vocational school. Applicants for defense-training courses are falling off in that area. The explanation is that boys are unwilling to sacrifice opportunities in jobs which they can obtain without training. Advanced training for day workers is being continued at the New Brunswick vocational night-school courses. Similar supplementary training is being given in Perth Amboy and in-training is continuing. The ———— of South Amboy, is planning to train beginners on single and double needle sewing machines. More and more employers in the Plainfield area are instituting in-training for younger workers to an extent which has caused a shortage of candidates (numbers required are not given). Fifteen boys are taking an 8-week National Youth Administration machinist training course in the Red Bank area. * * *

Harrison reports 102 trainees in school for the ———— Co. in a program which must provide 1,200 by the 15th of October. Hoboken again reports that trainess for the Stevens Institute defense course have practically been absorbed and that similar shortages are being felt of trainees for machine-shop courses. None of the Hoboken industries thus far contacted by the representative for training-within-industry have signified a desire to use the facilities of the service in that respect, preferring to try the outside market. During the past month, Jersey City has referred over 100 trainees for defense under a plan to replace each graduate immediately with a new candidate.

In Irvington, so few graduates of high schools appear to be available that the recruitment of defense trainees has become a problem. Out of 518 in 1 graduation class, slightly more than 78 percent are planning to continue studies. Of the remaining few, not many are interested in vocational training, mainly, because they do ont need the money. Another high school in a different residential area listed 100 of its graduates as interested in Army or Navy training schools; 99 in engineering and shop trades; 23 in law and medicine (the lowest in their experience). A small percentage of the graduates are not continuing studies and are being registered. Employees in the Newark area are reluctant to make commitments on advance needs of trainees, giving their reasons as inability to control their sources of material supply. Federal restrictions prevent advanced training of defense graduates on specific machines, thereby, reducing the opportunities for placement of desirable individuals. Selective service is beginning to pull out of defense industries trainees who have already received further in-training, thereby, creating an extra turn-over and adding further load to the training program.

Woolen and machine manufacturing industries in the Clifton area have adopted in-training methods, using beginners and vocational school traintees. * * * During the past month, 10 girls haye started apprenticeships in the school of the ———— Co. and, to date, 7 have finished their courses. Learners are being supplied as needed for this course, which is reported to be a forward-looking policy. About May 1, the Work Projects Administration power sewing room and the National Youth Administration sewing project are reported to be starting in the Paterson area on recommendation of the local office. The entrance requirements for vocational training were broadened to 50 years of age and down to 5 feet 7 inches in height. In spite of these changes, acceptable material becomes more difficult to find.

* * * * * * *

5. *Recruitment of workers from other localities.*—Hammonton reports that ———— Company's recruiting produces no eligibles. The ———— Co. is planning recruitment in Pennsylvania if the drive for cannery and agricultural workers in this State is not successful.

The ———— Co., of Rahway, continues out-of-State advertising. * * * New Brunswick clearance orders, probably because of high specification standards, have not produced satisfactory results. Red Bank clearance activity is heavy. Somerville is using clearance to induce workers of lower skills to migrate into that area. A special drive has been put on through the local Negro preacher to recruit colored persons for industries in Bound Brook. The ———— Co. continues to advertise in and draw skilled and unskilled workers from Pennsylvania. * * *

———— in the Newark area are advertising in Pittsburgh for experienced roll turners and receiving many applications but few from those with experience. Employers continue to advertise in New York papers and trade magazines. Out of 150 referrals in clearance, Hackensack reports six placed by other offices. Clearance orders in the Paterson area are not bringing results (although extremely heavy), because the market is practically dried up.

Little success has rewarded the efforts of farmers in the Woodbury area in their attempts to recruit out-of-State labor. Representatives sent to Virginia have had no success whatever. This experience seems to be typical of all of south Jersey.

TRENDS IN HIRING PRACTICES

The ———— Co. at Bridgeton has adopted aptitude tests for packing department applicants. Competition among employers in that area has not developed to a point where better wages or working conditions are offered. A slight breaking down of age restrictions is attributed to avoidance of draft ages rather than broadening of specifications in the Millville area.

AGE UNSPECIFIED IN ELIZABETH

In the Elizabeth area, age is no longer a factor in specifications. Competition is developing within that area and with adjoining areas where better hourly rates and extra time paid cause workers to transfer from one employer to another. In the New Brunswick area, age restrictions on skilled machinists and mechanics have eased off. Skill requirements also have eased off but race, color, and sex specifications still hold. Physical examinations continue to be required. Rate competition among employers continues to develop turn-over. Rapidly vanishing supply of qualified labor in the Plainfield area is causing employers to lower hiring standards. The ceiling on age no longer exists. Negroes are now accepted for unskilled labor where formerly excluded. The possibility of the employment of women is advanced. Outside competition is being felt although wage rates are not being generally raised to meet it.

In the Jersey City area, employers are more readily accepting less experienced applicants and relaxing on age and skill. In the Bayonne area, employers are driven by necessity to relax age and skill requirements. Not so in the Hoboken area, where employers are reluctant to relax their job specifications. Competition appears to be limited to recruiting practices and has not yet extended to wage inducements. Negro cooks and kitchen help are now accepted at Forts Monmouth and Hancock, where heretofore, only whites had been taken. Thirty-five years continues to be the top hiring age in the Somerville area. The ———————— Co. is now accepting Negro laborers having high physical qualifications. Employer competition has not yet developed.

East Orange employers are depending more and more on the judgment of the local office than upon their own specifications for the matching of applicants to their openings, in some instances, furnishing their own application blanks for that purpose. The Irvington office reports an insurance qualification preventing the continuance of an 80-year-old patternmaker in an otherwise completely satisfactory placement. The case is not cited as typical, however, but indicates complete relaxation of age specifications. Newark reports instances of complete investigation of applicants by employers before hiring. Unions are beginning to seek applicants through the local office. Private agencies in New York are increasing their advertisement in this area, and some employers are using those agencies in attempting to fill commercial and professional vacancies. The effectiveness of routine calls on defense contractors is shown by their increased use of local office facilities. Employers are avoiding the draft ages in their specifications and are accepting lesser skills than they specified. Large plants continue to pirate skilled help with inducements such as premiums, added bonus rates, and guaranteed employment, both within and outside the area. Summit employers are relaxing, sex, race, and creed specifications.

CLIFTON ADVERTISING IN NEW YORK FOR LABOR

Employers in the Clifton area continue to advertise in New York papers and trade magazines with poor success. The local office reports almost 100 percent coverage of all employer openings for skilled help in that area. While they continue to hire unskilled labor at the gate, they generally report that the number applying is decreasing. Age and skill specifications are relaxing but not so in race, color, and sex. Competition of wage rates has practically ceased, evidently, because employers have reached their limits under present conditions. National defense vocational training in the Hackensack area now includes trainees up to 50 years of age. Local applicants in the Morristown area are being placed outside that area but competition is developing in that area for domestics.

Burlington reports no limits on specifications other than physical ability. Competition is developing in wage rates. The number of employers served by the Camden testing program is increasing. Occasionally, employers are accepting applicants over 60 years of age when qualified; that age appears to be the ceiling at this time. Applicants with lower than specified skills are being hired, but little progress is being made in the placement of negroes on skilled jobs. Outside competition though attempted, has not been successful in this area. Flemington reports inquiries from employers who heretofore have refused to use this service. Some competition of farmers and employers of small numbers is reported. Employers outside the Phillipsburg area have been moderately successful with local newspaper advertising.

The unions in the Trenton area are placing the recruitment problem of certain local employers before the Employment Service with blanket orders for sewing-machine operators. Defense industry employers' specifications have been considerably relaxed. Otherwise satisfactory applicants are accepted at 65 years of age and physically handicapped are given opportunities. Keen local competition is developing. Small shops are losing out to large plants with defense contracts. Applicants to the latter get higher wages by denying local employment. Unsatisfactory wages are the cause. Outside employers are advertising locally for hotel room interviewers. As a result, local machinists' rates have risen from the 60- to 70-cent range to the $1 to $1.20 range. * * * While employment in this area has increased (in some instances, over 100 percent) in the last year, even keener competition is expected among employers within and from outside the area. * * *

MISCELLANEOUS COMMENT

Belief is expressed that the problem of unemployment in the Atlantic City area could be practically eliminated if the defense activity recommended by congressional representatives reopened munition plants at Belcoville and Amatol used during the last war. A survey in the Bridgeton area is being made privately to determine idle machine-time. The object is to utilize such time by the development of subcontracts sufficient to provide 24 hours' continuous operations. In the event that the plan does not mature, there is a strong possibility that idle time will be used for vocational or refresher training.

Employers in the Perth Amboy area continue to advocate increased vocational training facilities for both male and female workers. Bayonne reports lack of material to be causing temporary layoffs. The same condition is reported at Red Bank. * * *

In the Newark area, finished material is piling up in defense plants—particularly that awaiting shipment abroad. This condition, together with lack of material, as in other locations, is contributing to temporary layoffs and hence toward increase in partial unemployment benefits. In some instances employers continue to pay for nonproductive time for fear of losing their personnel. Primary defense contractors meet difficulty when subletting because priorities are not extended to their subcontractors. It is said that if the method of letting defense contracts could be improved more employers would accept them and provide greater employment. * * *

The training school in Clifton for menders was closed down during the month of April due to dispute between Federal and local authorities. Serious objections were raised to the defense housing project in that area. The attraction of higher wages is reaching vocational-school instructors in Passaic. Housing construction is expanding rapidly in Bergen County. Labor shortages in the Camden area are causing one dress manufacturer to seek an available supply in Cumberland County with a possibility of moving the plant to that area.

Mr. Abbott. I offer as Exhibit 16 a report on public health needs by Dr. A. L. Stone, director of the Department of Public Health, Camden, N. J.

(The report referred to above is as follows:)

Exhibit 16.—Public Health Service Needs in New Jersey

REPORT BY A. L. STONE, M. D., DIRECTOR, DEPARTMENT OF PUBLIC HEALTH, CAMDEN, N. J.

June 19, 1941.

1. Communicable disease control (including venereal disease and tuberculosis).
2. Sanitary control of food and water supplies; also environment.
3. Maternal and child welfare.
4. Hospitalization and laboratory facilities.

Regardless of location, the above four divisions of public-health activities must be maintained. If local authorities do not provide the same, and the State has no organization, surely the United States Public Health Service, a Department of the Federal Government well prepared by past experience to establish a health service, should be given the problem.

My own experience, which includes extra cantonment zone work in the last war, leads me to believe that the migration of defense workers thus far, and in many places, they have not found sufficient nearby housing and they have located anywhere within automobile distance (even up to 40 miles), which places them in small communities who have no funds for health work. These small places, and even larger, almost bankrupt cities, cannot further tax real estate to obtain the funds to conduct health work for the increased population. Hence, I believe it is a Federal problem to be charged to the defense of the Nation. With added personnel and generous travel allowances, many established health organizations could be enlarged to do this work if supervised by the United States Public Health Service.

Mr. Abbott. As exhibit 17, I offer a letter from Ralph A. Felton, Department of Rural Church, Drew Theological Seminary, Drew University, stating his views on certain practices affecting farm laborers, and particularly children employed on farms in New Jersey.

(The letter referred to above is as follows:)

EXHIBIT 17.—CHLD LABOR STANDARDS

DREW THEOLOGICAL SEMINARY,
DREW UNIVERSITY,
Madison, N. J., May 27, 1941.

Mr. JOHN W. ABBOTT,
Trenton, N. J.

MY DEAR MR. ABBOTT: I was very much interested in your letter of May 24 which came this morning. There seems to be quite a movement throughout the country to break down child-labor standards this year. As you know, during the first World War the number of children under 16 years of age leaving school for work increased in some communities by more than 100 percent. These children are not employed in defense industries, but in all sorts of unskilled occupations that have no training value. It has been my own feeling that to encourage children to curtail their education does not promote national defense but rather weakens it. You know, of course, the different States that have bills pending before them for the purpose of breaking down the present child-labor standards. Bills are pending now in the following States; Pennsylvania, New Jersey, California, and Florida.

One of my graduate students, Mr. John Fetzer, worked last year among the seasonal laborers in New Jersey. This year he will have similar work with the States of Delaware and Maryland added. I am not sure what his address will be, but I think it will be Whitesbog, N. J. You are also acquainted, no doubt, with Miss Edith Lowry, whose address is 297 Fourth Avenue, New York, who represents the church organizations interested in migrant workers.

I have lived in New Jersey for 11 years and I might give you a slant on this if you are not a New Jersey resident that might be of help to you. Nobody seems to believe anybody else regarding conditions here. A Yale student recently made a study of conditions among the seasonal workers and none of the employers liked his report so they called him a Communist. When some of the employers found out that Miss Lowry was gathering some statistics they prohibited her workers to come onto their farms.

There is another interesting situation here in New Jersey which I think is different than in any other State. I used to be connected with Cornell State College of Agriculture, and our Farm and Home Week and other farm programs there were mass meetings. We would have five or six thousand persons there a day for Farm and Home Week. They came to learn. We would have some 25 or more lectures every hour of the day and people would take their choice as to what they would hear. That same situation is true in practically every State. Indiana builds its Farm and Home Week program more around its farm organizations.

New Jersey is different than any others, however, in that its Farm and Home Week is largely a meeting of its farmers' organizations. In other words, the cannery people will meet, the vegetable growers will meet, the cranberry people will have their meeting, etc. Similarly, when you hear that the farmers want some bill changed and are lobbying at Trenton to get this change, it is really not the farmers of New Jersey at all but a small number of representatives of some of these organizations. A half dozen cranberry growers will organize an association and their officers will all appear. The same will happen with the people who raise asparagus or anything else. You may have a large number of farm organizations represented at a hearing, and a most auspicious group of organizations, yet they will not represent more than a hundred farmers all over the State. This is true all over the United States. People who employ labor and are interested in these child-labor standards being changed are in a very small minority. Only two one-hundredths of the farm population of the United States employ six or more laborers. The great mass of farmers in New Jersey and of every other State want to maintain a high standard of social legislation and do not want to exploit children in the name of tomatoes or asparagus or of national defense.

I am sorry that I cannot get down to Trenton to see you or to this hearing. I am leaving in 10 days for Mexico where I shall be teaching for 10 weeks. I am anxious to keep in touch with you, however, on these matters.

Sincerely yours,

RALPH A. FELTON.

Mr. Abbott. I offer, as exhibit 18, a report by L. Van D. Chandler, health officer of the city of Hackensack, N. J., on the dangers inherent in overcrowding of the housing facilities of that city.

(The report referred to above is as follows:)

Exhibit 18.—Housing Conditions in Hackensack, N. J.

BY L. VAN D. CHANDLER, HEALTH OFFICER

May 29, 1941.

While thus far the city of Hackensack has not, to any appreciable degree, felt the impact of national-defense migration, we are watching the situation with considerable concern, particularly after the experience of Halifax, Nova Scotia, this past winter.

Inevitably, unless we take immediate steps to prevent doubling up of families and overcrowding in rooming and boarding houses, we can expect serious outbreaks of communicable disease similar to those experienced by Halifax. If this migration of workers were from one urban community to another, the public-health problem would be no more serious than that experienced periodically by the city of Detroit, resulting from the changing activity of the automobile industry, but this migration is different. It is the movement of men and families from small towns and rural areas into urban centers. These people come in with very little immunity acquired from multiple contacts with cases or carriers of communicable disease, and in consequence provide perfect fuel for epidemics. Serious strain is thus placed upon sanitary and medical facilities and the train of evils thereby set in motion have far-reaching consequences not readily discernible by observation of the immediate problem.

Being fully cognizant of the extraordinary industrial effort that national rearmament is demanding and the inevitable competition for men and material, I am deeply convinced that proper housing, together with the necessary municipal sanitary services will result in immediate measurable savings of time, money, and effort not to mention the avoidance of human suffering.

In thinking of housing for these people I am not thinking in terms of costly permanent buildings but of simple temporary structures similar to those built by the Du Pont Co. during the last war. These, if my memory serves me right, cost between $1,000 and $1,200 per family unit.

I believe that your committee is working on a problem of national defense of the very first importance and one about which there has been given, at least to my knowledge, far too little thought.

Mr. Abbott. I offer, as exhibit 20, a statement by Mr. Hilmar L. Jensen, executive secretary of the Young Men's Christian Association of Trenton, in regard to a migration within recent months of Negroes to that city.

(The statement referred to above is as follows:)

Exhibit 19.—Migration of Negroes to Trenton

REPORT BY HILMAR L. JENSEN, EXECUTIVE SECRETARY, YOUNG MEN'S CHRISTIAN ASSOCIATION OF TRENTON, N. J., JUNE 27, 1941

From my observation during recent months, it is my opinion that there has been and is now going on a migration of Negroes, among others, to Trenton. This, I believe, is caused by the fact that there has been an upturn in the output of industries in the city due to defense orders.

Because of this, many problems are being created.

First, there is a strange situation of a demand for employees on the part of many industries and the refusal on the part of some of them to employ Negroes apparently, solely because of the fact that they are Negroes. But we are hoping that this situation will end because of the President's recent order to the Office of Production Management in which he asks for the end of racial discrimination against employees in industries meeting defense needs.[1]

Second, there is an acute need for housing on the part of the Negro population and this includes those who are working in those defense industries which do employ Negroes. Recently a United States Housing Administration housing project was erected with a capacity of 118 families, all of whom are Negroes. Upon completion, this was immediately filled and there is a long waiting list of applicants. In addition to more of this type of housing, there is also a need for another type for those Negro workers in industry who can purchase or rent at a higher price level because they are on a higher income level.

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[1] See p. 5875.

Third, the community is in need of recreational facilities that will be available to the Negro population such as a swimming pool, gymnasia, and a community center, all of which are essential to the building of morale through providing for the wise use of leisure time and the assisting of newcomers to adaptation to the life of the community.

Mr. Abbott. I offer, as exhibit 20, material on the defense-housing needs of Bergen County, by Mr. Francis V. D. Lloyd, chairman of the defense-housing committee of the Bergen County Chamber of Commerce.

(The material referred to above is as follows:)

Exhibit 20.—Housing Needs of Bergen County

REPORT BY FRANCIS V. D. LLOYD, CHAIRMAN DEFENSE HOUSING COMMITTEE, BERGEN COUNTY CHAMBER OF COMMERCE, HACKENSACK, N. J.

June 20, 1941.

We have been making a survey to determine the defense-housing needs of the county of Bergen since many of the defense industries are located in Bergen County. While our committee's investigation is by no means complete, I am enclosing herewith a copy of the supplemental report made on May 21, 1941, which may be of some interest to you. One dense-housing project has been commenced in East Paterson, Bergen County, and it is our understanding that others are under consideration. We have not yet assembled the data as to the effect on the utilities or schools located in that community. Our first consideration has been to determine what additional housing is necessary to care for the population increase, due to the expansion and operation of the various defense industries in the county.

I do know and can unqualifiedly state that Bergen County is suffering an acute shortage of hospital accommodations. The three general hospitals—Hackensack Hospital, Englewood Hospital, and Holy Name Hospital—are operating at over 100 percent capacity and there is a great need for additional hospital beds in this county. Bergen County is the most under-hospitalized of any of the large counties in the State of New Jersey, having only about 1½ hospital beds per thousand population, and the population is steadily increasing.

I am fully familiar with this situation since I have recently been asked to serve as chairman of a campaign to raise funds for the purpose of erecting an addition to Holy Name Hospital in Teaneck, Bergen County, N, J., of sufficient size to provide 100 extra hospital beds. Neither the Hackensack Hospital nor Englewood Hospital is in a position to construct an addition since they have not the funds to maintain it, even though they were able to build such an addition.

The hospital situation in Bergen County is really acute and, in the event of any sort of a catastrophe, particularly in the large defense industries located within the county (such as the Hercules powder explosion at Dover, N. J.), it is entirely problematical how the hospitals would be able to care for those requiring hospitalization. It is unlikely that the campaign which is presently being conducted for Holy Name Hospital will be successful in raising funds sufficient to permit the construction of the proposed addition.

(The supplemental report referred to above is as follows:)

Supplemental Report on Defense Housing Needs in Bergen County

BY FRANCIS V. D. LLOYD, CHAIRMAN, DEFENSE HOUSING COMMITTEE, BERGEN COUNTY CHAMBER OF COMMERCE

May 21, 1941.

At a recent meeting of the committee on housing a subcommittee was instructed to ascertain the viewpoint of industrial plant management relative to existing housing conditions in the county. For this purpose a questionnaire was prepared and submitted to 28 industrial plants throughout Bergen County. Twenty-one replies have been received to date and an analysis of the answers obtained is herewith submitted.

The 21 plants whose answers are the basis of this study employ a total of 18,223 persons; 15 of these report an increase in personnel of 5,656 since 1937, while 4 have reduced their working forces by 667.

Of the total number employed, 15,799 are residents of New Jersey, 2,049 live in New York, 11,272 live in Bergen County, 1,506 in Passaic County, 1,326 in Essex County, 1,305 in Hudson County, 92 in counties not bordering on Bergen, and 2,123 Bergen County residents live within the town in which they are employed

One plant in Bendix reports that the employees' domicile has undergone a decisive change since 1937. No such radical changes have been noticed by the other 20.

Buses and privately owned automobiles are designated by practically every plant as major means of transportation, only two establishments being without access to a bus line. Railroad transportation appears to be of no use to anybody with the exception of two individuals, one employed in East Rutherford, and one in Hackensack.

Only two plants confess to the absence of adequate parking space, and it is remarkable that one of the two Bendix plants and one in Hackensack should make up this extremely small group.

With the exception of Bendix no other area seems to consider transportation a major issue in the recruiting of additional personnel.

Home ownership is noted by five plants. The percentage of employees living in their own homes ranges from 10 percent to 50 percent, with an average of 28 percent.

Only two instances of company owned houses are on record. The number of dwellings in both cases is small, 5 and 10, with 5 rooms and bath available to each tenant family. The rentals for these houses is about one-third less than average rentals in the same locality.

The question of the advisability of low-cost housing projects was answered in the affirmative by six employers, with nine in the negative, and six considered it of insufficient interest to answer.

Bendix plants are the only ones who have received employee complaints on the housing situation. The complaints in both cases are identical: Rentals are too high and there is a lack of available dwellings.

Analysis of 21 questionnaires—Employment statistics in Bergen County principal industrial areas

	Number employees	Increase	In New Jersey	Outside	Bergen	Passaic	Hudson	Essex	In town
Bendix	5, 300	3, 500	4, 630	670	3, 060	500	100	800	200
East Rutherford and Rutherford	1, 740	358	1, 734	6	1, 330	319	30	54	165
Hacksensack	1, 762	222	1, 746	16	1, 545	96	47	9	510
Edgewater	7, 537	1, 150	5, 825	1, 337	3, 826	223	1, 092	454	574

NOTE.—All figures are based on 75 percent return of questionnaires sent out. Total figures for the county therefore will have to be doubled to be approximately accurate.

BERGEN COUNTY CHAMBER OF COMMERCE,
Hackensack, N. J., June 26, 1941.

JOHN W. ABBOTT, Esq.,
Chief Field Investigator, House Committee Investigating National Defense Migration,
Trenton, N. J.

DEAR MR. ABBOTT: * * * I can supplement to some extent the report that was sent to you under date of June 20.

Since the preparation of that report, we have received one additional reply to the questionnaire sent to the various defense industries in this country, namely, that of the Wright Aeronautical Corporation. The questionnaire of the Wright Aeronautical Corporation indicates that they are presently employing

5,100 people in plants Nos. 3 and 4 which, I understand, are Bergen County plants.

I have taken 10 industrial concerns located in Bergen County that I know are engaged in national-defense activities. They are as follows:

Aluminum Co. of America.
Ford Motor Car Co.
National Sugar Refining Co.
Archer Daniels Midland Co. of Edgewater.
Samuel Hird & Sons of Garfield.
Wright Aeronautical Corporation of East Paterson.
Elipse Aviation Division of Bendix Aviation Corporation.
Air Associates, Inc., of Bendix.
Flintkote Co.
Beckton Dickinson & Co., of East Rutherford.

I find, according to the questionnaires received from the above companies, that they employ a total of 20,513 people. The increase in the number of their employees since 1937 is 10,955, or a 53-percent increase. Practically all of this increase is very recent and due entirely to defense activities. For example, the recent increase in the following companies is as follows:

Aluminum Co. of America	1,000
Wright Aeronautical Corporation	5,100
Eclipse Aviation Division of Bendix Aviation Corporation	3,500
Air Associates, Inc	700

Almost all of the aforesaid plants are stepping up production, and with that, of necessity, the number of employees will increase. I am also informed that substantial increases are contemplated in Bendix, Bergen County, where the Eclipse Aviation Division of Bendix Aviation Corporation and Air Associates, Inc., are presently located.

There is enclosed herewith, for your information, clipping from Tuesday's edition of the Bergen Evening Record, which indicates new and greater activities along defense lines in that area.

Outside of Bergen County, but within close proximity thereto, such as Kerny, where the Federal Shipbuilding & Dry Dock Co. is located, there are thousands of men being employed on defense projects, and I think an investigation of defense orders on the part of the Government will show that millions of dollars worth of orders have been given to the industries I have mentioned in Bergen County and those immediately adjacent to Bergen County.

As I mentioned in my letter to you, I do know that Bergen County is underhospitalized, and there are insufficient accommodations to take care of the normal hospital needs of the increased population. In the event of any sort of disaster or catastrophe where an abnormal number of persons would have to be hospitalized, the question of their being cared for is a grave one. There are three general hospitals in Bergen County, namely, Hackensack Hospital, Englewood Hospital, and Holy Name Hospital, all of which are nonprofit organizations, having a combined number of 617 hospital beds, excluding bassinets for new-born children. This is approximately 1½ beds per thousand of population, as compared with a State average of 3.1 beds per thousand of population. It is admitted by all medical and hospital authorities that the ratio of hospital beds in Bergen County is far too low. The population of Bergen County is 409,646 according to the last census.

A campaign is just drawing to a close for the purpose of raising $750,000 to enable the construction of an addition to Holy Name Hospital, which would provide 100 additional beds, nurses quarters, etc., but up-to-date only $150,000 has been raised, although subscriptions have been received from over 10,000 individuals and business concerns toward this building fund. I am satisfied that the sum necessary to construct the addition to relieve the hospital situation here in Bergen County will not be forthcoming, but every effort will be made to make it a success. I am particularly well acquainted with the hospital situation in Bergen County, since I was asked to accept the chairmanship of the Building Fund Drive.

I hope that the foregoing information will be of some aid to the members of your committee. If there is any other information they wish, we will be very glad to obtain it for them.

Assuring you of our fullest cooperation, I am

Very sincerely yours,

Francis V. D. Lloyd.

Mr. ABBOTT. I offer, as exhibit 21, a statement by Mr. Horace R. Dixon, executive director, Housing Authority of the City of Camden, on housing and employment conditions in that city.

(The statement referred to above is as follows:)

EXHIBIT 21.—SURVEY OF HOUSING AND EMPLOYMENT CONDITIONS IN CAMDEN

BY HORACE R. DIXON, EXECUTIVE DIRECTOR, HOUSING AUTHORITY OF THE CITY OF CAMDEN

Pursuant to your request to submit a paper to your committee on housing conditions in Camden and reasons why they exist, I am glad to submit a survey of the housing and employment conditions in this city, beginning with the last inventory of housing in 1934 until the present inventory just compiled. These statistics speak only too eloquently of the need of housing in Camden. This study, unfortunately, did not include any attempt to tabulate where a worker came from. But we do know some of these are driving in from as far as 90 miles away.

We can state with a reasonable degree of accuracy that an acute shortage of homes has prevented any great migration of workers to this city up to the present time. We can definitely assume, however, that anticipated expansion will cause a serious housing problem. Unless solved, this expansion will seriously retard national defense, particularly naval and merchant shipbuilding, since we have shipyards within the city limits, another across the river within easy reach by ferry, and the Philadelphia Navy Yard, also within easy reach by ferry from a point only 6 miles from the center of the city.

Private interest has made no attempt to provide enough homes to meet the normal needs of the community, much less the enormous anticipated increase in workers who must come here to work. Private interests will not build for rent, fearing that they may have houses on their hands. What they do build they force the worker to buy, in order to shift the burden and risk to the worker. What few homes have been built or are being built in Camden are so priced that the buyer must earn a minimum of $3,500 per year. This means he must earn about $70 per week over a long period of years. Normal earnings after the emergency would mean the inevitable loss of the home.

The worker should not be compelled to underwrite the cost of emergency housing. It remains, then, for the Government which asks him to come into these dense defense areas to subsidize his home while he works for the defense program. These should be of a permanent yet economical construction, and built in such a manner and laid out in such a way that they may eventually become a part of the community. The difference between what they cost and what the workers can pay must be written off as part of the national defense program.

This will serve three purposes: (1) It will prevent ghost towns or areas; (2) it will help rebuild communities that are now destined to collapse due to the unwillingness of private interest to take this risk; (3) it will aid the community to readjust itself after the emergency by having adequate homes and workers as an inducement to converting a part of the defense producing space into peacetime production, which is bound to lag due to defense concentration.

The following statistics prove that not only Camden but any community so situated must deal instantly and courageously with its housing problem, and must have the aid of the Federal Government if it is to be solved at all.

EMPLOYMENT TRENDS

Camden, N. J., is an industrial city of 118,000 population. Principal industries are New York Shipbuilding Corporation, Mathis Shipyard, Radio Corporation of America, and Campbell's Soup Co. Small industries are: Esterbrook Pen Co., Hunt Pen Co., wool scouring and spinning mills, Camden Forge and several large machine-tool concerns, Haddon Press (large book bindery and printing house), Warren Webster Steam Specialty Manufacturers, R. M. Hollingshead Co., automobile specialities, several large leather works, Armstrong Cork Co., and many other smaller plants which are all, directly or indirectly, working on national defense. This does not include Public Service which employs about 1,200 workers. The Philadelphia Navy Yards and Cramp's Ship Yards are within easy reach of workers living in Camden, many of whom work there.

The last estimate of Camden employees was about 40,000 and it is estimated that this will increase about 20 percent within the next 2 years. New York yard expects to employ 20,000 by 1944.

HOUSING CONDITIONS

The vacancy at the last inventory in 1934 was 7.4 percent; recent complete survey places this vacancy at 0.055 percent. During this time 1,543 dwelling units have been vandalized and demolished. Private builders have replaced 102 in the same period.

The Work Projects Administration survey, 78 percent completed, uncovered 3,856 extra families. The low vacancy ratio is responsible for this and the 30 percent rent increases reported during the last 3 months. Reports reach the authority daily of repeated increases of 10 to 15 percent. This survey listed 7,472 dwelling units needing major repairs. A recent survey of one blighted area in the city, covering 478 residential structures, developed an annual operating loss to the city of $68,273.67. The area had anticipated tax revenue of $42,113.50; only $27,061.63 was collected. Another similar area comprising 428 residential structures had a total anticipated tax income of $32,395.24; tax actually collected, $17,661.51.

Tax delinquencies are for the 1 year and may well reach a staggering figure when accumulated.

In an area recently acquired for a low-rent project in Camden, the total delinquent taxes the city collected represented 16 years taxes on the total area. One parcel assessed at $100 had delinquent taxes amounting to $720. When it is remembered that 75 percent of structures are 50 years old, we can understand the mounting delinquent taxes.

A comparison of one enumeration district comprising 863 dwelling units—the first one completed in the survey—reveals the following interesting figures as compared with the same survey in 1935: Rental occupants increase, 24 percent; owner occupants decrease, 12 percent; population increase, 4 percent; extra family increase, 41 percent; vacancy decrease, 80 percent; dwelling units on which rent has been increased 34 percent within the last 4 months.

We list here a few of the housing conditions as culled from the recent survey.

* * * * * * *

At 67 Penn Street, a nine-room apartment house; eight families, two toilets, one bath, one room apartment, four living in one room, $16; rent three in one room, $20; number four condition.

At 63 Penn Street, eight-room apartment house, one toilet, one bath; families of two to five people living in two rooms, $15 rental; one family of three living in one room, $15.

On Penn Street, a ten-room house, one toilet, one bath; one family of five living in two rooms, $15; one family of five in two rooms, $18; one family of four in two rooms, $20.

At 714 Walnut Street, six rooms, ten people; three roomers, three extra families, one toilet, one bath, one room vacant.

At 716 Walnut Street, thirteen rooms, twenty-one people; five roomers, eight extra families, two toilets, two baths; number 7 type.

At 903 Federal Street, north side, four rooms, eleven people (nine children); toilet in yard, no bath, and no heater; $15 rental.

At 315 Kaighn Avenue, store and residence; number 9 type; six rooms, ten people; two families living in two rooms.

At 409 Mount Vernon Street, four rooms, ten people, one extra family, toilet in yard, no bath, no heat, unfit condition; rent, $11.

At 817 Cherry Street, five rooms, ten people, toilet in yard, no bath, no heat; rental, $12.

At 229, stores and residence; nine rooms, 23 persons; total rental, $80; unfit condition, seven persons in one room, $10; five persons in one room, $10; three persons, two rooms, $14; three persons in one room; the place is a firetrap; it is evident that there is no water as one family was bringing water in a bottle, stating that the only water they got was through the roof.

At 231 Kaighn Avenue, ten rooms and store; total rent, $54.50; unfit to live in.

At 227 Kaighn Avenue, eight rooms, eleven people; four in two rooms, five in two rooms; shared toilet, no bath, no central heat; rental $38; unfit living conditions.

At 237 Kaighn Avenue, ten rooms, rent collected $59; five persons in two rooms, $15; six persons in two rooms; no extra toilet, no bath, no central heat, no water in rooms.

At 830 Spruce Street, 5 rooms, 15 people, colored; 2 extra families; $17 rent; yard toilet, no bath.

At 260 Pine Street, 6 rooms, 10 people; 2 extra families; rental, $16.

At 402 Sycamore Street, 7 people, 4 rooms; toilet in yard; 1 extra family; owned by the city.

At 200 Burns Street, 6 rooms, 12 people; 2 extra families; toilet in yard, no bath, no heat; $20 rental.

At 340 Cherry Street, 11 people, 5 rooms; 1 extra family.

At 342 Walnut Street, 11 people, 6 rooms; toilet in yard.

At 225 Kaighn Avenue, 6 rooms, 12 people; 1 extra family; no bath, no heat; toilet in yard; rental, $15; unfit condition.

* * * * * * *

It is my hope that your committee will find in these reactions and those of other cities information which will be used to support what I believe should be your recommendation, that is, that housing for this emergency should not only be built, but wherever possible be of a permanent nature, easy to convert to smaller ownership, and that after the emergency public work should be, to a large extent, devoted to assisting local communities, such as Camden, to rehabilitate and rebuild its housing to conform to modern living standards and planning trends. It is my opinion that most cities whose housing is over 50 years will be bankrupt unless Congress makes some provisions to assist them back on their feet. I see no other way out.

Mr. ABBOTT. I offer, as exhibit 22, a statement prepared by the Labor Division of the Farm Security Administration, United States Department of Agriculture, entitled "The Farm Labor Supply Situation in Southern New Jersey."

(The statement referred to above is as follows:)

EXHIBIT 22.—THE FARM LABOR SUPPLY SITUATION IN SOUTHERN NEW JERSEY, 1941

PREPARED BY THE LABOR DIVISION, FARM SECURITY ADMINISTRATION, UNITED STATES DEPARTMENT OF AGRICULTURE

SOURCE AND EVALUATION OF INQUIRY

This statement represents the findings of a reconnaissance survey made by members of the Labor Division of the Farm Security Administration in June 1941. The findings are based on interviews with both large and small farmers, county agricultural extension agents, employment service officials, packing house operators, industrial employers, school officials, and other interested and informed persons on agricultural and farm labor problems. The territory covered was chiefly Cumberland County in southern New Jersey, one of the leading agricultural regions of the State.

This county contained practically all the elements necessary for witnessing the farm labor supply situation at first hand and for intelligently appraising it. It offered an opportunity to view actual as well as anticipated shortages of farm labor during the 1941 season. The strawberry crop had been harvested and thus presented an experience in handling at least one important crop in the county. The asparagus harvest was under way, and beans were about ready for picking. The question of an adequate labor supply to meet the large tomato harvest which lay a month ahead was one of the major concerns of the growers, while the labor required for the late summer vegetables, orchard and small fruits, was too remote a proposition to be a current problem.

Concurrently with the demand for field labor, Cumberland County requires a considerable number of "shed" workers for its food packing and cannery establishments. In addition, a number of cities in the county contain industrial plants some of which have defense orders to meet, while the production and employment of others have been stimulated by the general rise in the economic activity of the State and Nation.

THE CONDITION OF THE FARM LABOR MARKET AS OF JUNE 15, 1941

The canvass of the farm labor supply situation in the southern counties of New Jersey revealed that farmers are finding it more difficult to obtain sufficient and experienced labor, particularly of the short seasonal variety, from local and nonlocal sources which in former years were their mainstays. Only in recent years, these labor markets were so plentiful that the farm employer was forced to exert little or no effort to satisfy his labor requirements. Today, he is unable to tap these sources with the same facility. The customary indifferent recruiting methods have failed because an over-supply of labor does not exist. Workers are not coming up to the farm house seeking work as in the past. It is these experiences which, in the eyes of the farm-operator, spell out "labor-shortage." The smaller farm operator, particularly, is psychologically unprepared as well as financially unable to adjust himself to a labor market which is not characterized by a surplus of workers willing to accept the traditional wages and the customary conditions of farm work.

The labor shortage on the farms of this region of the State was reflected in a number of ways. They ranged from the necessity of increasing wages to attract workers and to prevent them from leaving farm employment to absolute inability to get sufficient numbers. For the first time in the history of operations of one of the large farms in Cumberland County, for example, seasonal laborers were guaranteed a minimum wage of $3 per day. Wages of regular farm hands were raised from 20 and 25 cents to 30 and 35 cents an hour. Even with these increases, the manager of this farm reported that they were able to harvest only 140 out of 200 acres planted to asparagus largely because, it was alleged, of inability to obtain a sufficient number of asparagus cutters.

Strawberry growers who for many years had paid their pickers the traditional 2½ cents for a quart basket found it necessary to increase the rate to 3 cents and more during the 1941 season. A number of farmers, it was found, were compelled to have their smaller crews of available pickers harvest their berries in the afternoons as well as in the mornings, a procedure which is usually avoided because afternoon-picked berries bring lower prices on the market. Were it not for the fact that the output was about 40 percent below normal because of early drought and late precipitation, the labor shortage would have been more acute.

Farmers, also, were offering 20 to 30 cents a hamper for picking string beans, or an increase of 5 to 10 cents over 1940 rates. According to growers, wage rates for topping onions were to be increased from 8 to 10 cents per bushel, if yields were abundant, and from 4½ to 7 cents for picking a bushel of tomatoes. As a result of higher rates for picking canhouse tomatoes, canneries raised their tomato contract prices to farmers from $11 to $19 a ton to $13 and $21.

Some farmers stated they had refrained from planting more tomatoes because of fear of inability to obtain sufficient harvesting labor. A few of these growers were basing their action on the experience they were having with the asparagus crop. Others with late tomatoes in the Cedarville area were apprehensive of what the labor supply situation will be around September 1 when those laborers recruited for farm work from the oyster fishing region in the lower part of the county would return to their jobs as oyster shuckers. The situation may be aggravated still further in September, according to some of the farmers, if the child-labor law succeds in driving the Italian migrants back to Philadelphia and other cities in Pennsylvania in time for the opening of school for their children. An agricultural official in Cumberland County estimated that even for the early canhouse tomatoes, the supply of pickers will be about 25 percent below normal.

An extreme case illustrating the condition of the tightened farm-labor market is one involving a dairy farmer. This farmer, with no family workers, had a herd of 15 cows and was unable to replace his hired man whom he lost. The work consisted of milking cows and performing the other customary chores around the barn. He was offering $35 per month with room and board, and was willing to step up the monthly wage to $40 for a reliable man. He stated that he has had an order for a hired man "soaking at the (State) employment office for over a week," with no success. He contended that he was ready to give up his farm.

Other manifestations of farm-labor shortages were reflected in the necessity of small- and medium-sized farmers and their families to work long hours in order to harvest their crops on time. An appreciable number of farmers were employing types of seasonal workers never used before. One of them, for example, having failed to obtain his usual number of Italian migrants from Philadelphia, dipped into the oyster-shucking colony in the vicinity of Port Norris. Others tapped labor sources in the States south of New Jersey An officer of a production credit association stated that more farmers were requesting loan renewals this year than in the past few years. One of the explanations for these increased renewals, according to him, was the inability of these farmers to harvest their crops on schedule because of labor shortages. All other factors remaining equal, it appears that farmers with comparatively small acreages or poor crops have had more difficulty in obtaining and retaining labor than the larger ones, or those with good yields. There is also evidence that a few farmers are leaving their farms for industrial employment.

FACTORS CONTRIBUTING TO LABOR SHORTAGES

Expansion of industrial activities under the stimulus of the national defense program has been the most powerful single force draining the local farm labor supply in New Jersey in recent months. This expansion has exercised its influence in two ways: (*a*) a shifting of local workers from areas of lesser to areas of greater industrial importance; (*b*) absorbtion by industry of appreciable numbers of both city and rural workers formerly unemployed or underemployed. In addition, there has been an upgrading movement all along the occupational line with the result that unskilled and semiskilled workers, particularly in the rural regions where mechanical skills are more likely to be acquired without formal training, have been able to find openings heretofore closed to them. As conditions of fuller employment are approached, workers who were formerly available for intermittent work characteristic of seasonal employment in agriculture are accepting industrial jobs whenever the latter afford higher standards of employment. Vocational training programs in the interest of national defense production are also siphoning off the youth from the farms and rural areas and thus depleting the potential farm labor supply.

From Cumberland County, for example, one of the leading agricultural areas in the State, there has been an exodus of workers to Camden, Philadelphia, Wilmington, and other nearby concentrated defense production centers. The growth of industrial and semiindustrial production and employment within the county itself, has caused further reduction in the supply of laborers usually available for crop harvesting operations. One plant at Bridgeton, manufacturing glass, increased its labor force by 500 since October 1940, another in Vineland has added 600 workers in a comparatively short time, others which for a number of years have been on a 4-day operating basis are today on a 7-day week. About 100 students of the 1941 high school class at Bridgeton were recently recruited by a large manufacturing concern in that city. It is conservatively estimated that industrial plants in Cumberland County have added between 2,000 and 3,000 workers since the fall of 1940. Many of these workers, it is reported, have rural and farm backgrounds and the majority of them are unskilled or semiskilled who had to be trained for the jobs they were asked to fill.

These current employment trends are gaining momentum. It is generally acknowledged that the peak of industrial defense activity has not been reached as yet. Further industrial expansion is in the offing, especially at the shipyards at Camden where, it is reported, several thousand additional workers are to be taken on very shortly. A number of other nearby industrial centers are also in a position to dip into the agricultural regions of New Jersey for their labor. Moreover, as the competition for industrial labor heightens among the industries located in the State itself, wages will be raised in order to prevent workers from leaving their immediate localities. One plant at Bridgeton, for example, employing more than 1,200 persons has already announced a pay increase of 3 to 5 cents per hour effective on July 1. As industrial wages increase, farmers will be more seriously handicapped in their bid for regular and seasonal farm work.

Selective Service and voluntary enlistment have had but slight effect on the farm labor supply in South Jersey. In Cumberland County, for example, about 750 men including selectees, volunteers, and national guardsmen have been withdrawn for military service. Less than one-third of this number were in the agricultural class. There seems to be a more or less universal practice to defer a farm operator or farm family member essential to the management of a farm or a farmhand holding a key position.

In Cumberland County, as well as in other parts of the State where farm labor is not as abundant as in former years, many farmers are blaming the Work Projects Administration for their difficulties. A number of them who were interviewed expressed the opinion that Work Projects Administration projects should be discontinued in the summer and resumed after harvesting. Some are in favor of closing down Work Projects Administration projects not as a direct source of farm labor but as a means of easing general labor market conditions, and thus diminishing the rate of absorption of farm and rural workers into industry. Still others are criticizing the Work Projects Administration not because it is allegedly responsible for labor shortages on the farm, but because hourly earnings on Work Projects Administration are in competition with those that farmers could afford to pay.

Not all farmers, however, are aggressively in favor of closing down Work Projects Administration work as a device for relieving the labor supply situation. There are some who take the position that Work Projects Administration labor is generally inferior and incompetent to perform the hard and sustained work required on farms. Very few farmers in the Cedarville area of Cumberland County, for example, were found willing to employ such labor. If Work Projects Administration labor was compelled to accept farm employment, they maintained, such workers would resent it and consequently prove to be indifferent and inefficient in their work.

In any event, farmers who are informed or have thought about the potential supply of qualified farm laborers are not very eager to tap this source. An analysis of the composition of workers on Work Projects Administration in at least one important agricultural region demonstrates the extreme shallowness of this source as a labor potential. A review of the age distribution of the 594 persons on Work Projects Administration projects in Cumberland County as of June 23, 1941 (reduced from 929 as of May 28), showed that about two-thirds were 51 years of age or over and about one-quarter were 61 years of age or over. If this county is typical of the rest of the State, Work Projects Administration can be written off as a serious factor in the present farm labor supply situation in New Jersey and as a possible source of employables for harvest operations.

THE MIGRATORY LABOR SUPPLY

The volume of migratory labor in New Jersey has shrunk this year. Six Italian labor contractors (padrones) who have been recruiting family labor from Philadelphia for New Jersey farmers for more than 20 years stated, when questioned about their supply of workers, that it was never so difficult before to find harvest workers. Last year, all of them combined supplied about 800 workers. This year they have been able to recruit scarcely 200. They attributed this difficulty primarily to defense-stimulated employment in the cities of Philadelphia, Chester, and Camden. Even those without jobs were remaining home in anticipation of getting work. It is reported that those Italian migrants who are available this year, are for the most part, women and small children. There is a perceptible decline in the number of men and older children among these families.

A byproduct of the shortages of local and Italian migratory labor in south Jersey this year has been the appearance of Negro migrants from the South and from Pennsylvania in larger numbers than ever before. In past years, Negro migrants have represented a minor portion of the migratory labor supply in south Jersey. Since it has been generally observed that the stream of Negro migration up the Atlantic seaboard has diminished this year, it is clear that the appearance of southern Negro harvest workers in south Jersey in larger numbers than in the past is a result of active recruitment on the part of individual farm operators as well as of the State employment service.

Negro migrants from the South are appearing mostly on the larger farms, in food-packing plants and in canneries whose operators are in a position to exercise more vigorous recruiting methods. One large grower of onions and beans in the Cedarville area, for example, is employing Negro migrants for the first time. About 40 of the laborers, practically all from Virginia, were housed on the farm at the time of the interview. Another in the Bridgeton area, anticipating the 1941 labor shortage, had gone as far south as Florida for his bean pickers and was successful in recruiting an ample supply by promising steady employment for the entire summer. Small farmers who are usually without housing facilities for seasonal workers and who cannot provide full employment during the cropping season are disadvantaged in the use of this migrant labor.

The labor supply situation in central Jersey will not be known until the potato harvest gets under way in the middle of July. This is the region which attracts from 4,000 to 5,000 Negro migrants from the Southern States. While a curtailment in the number of these migratory farm workers may be reasonably expected, no substantial reduction in the influx is anticipated this year. Industrial activity would probably have to be stepped up materially before this reservoir of labor, mostly unskilled and Negro, is tapped. Early reports of farm employers in the potato area of central Jersey indicate that many of them have made their arrangements for labor for this season.

THE EFFECT OF THE STATE CHILD LABOR LAW ON THE INFLUX OF MIGRANTS FROM PENNSYLVANIA

For many years, Italian families from South Philadelphia and other nearby cities in Pennsylvania have constituted the core of the harvest labor force required by farmers in southern New Jersey. As early as 1895, labor contractors, also of Italian nationality or background, were bringing these families to the cranberry bogs of Burlington County.

Chiefly, because these migrant farm-labor families brought with them many young children who also worked in the harvest, but who should have been in school, this migratory influx became an object of concern of welfare and educational groups.[1] The harmful consequences of agricultural work upon the education of these children became the focal point of a long drive which aimed at the enactment of legislative measures to prohibit and regulate child labor in farming. Despite the efforts of official and unofficial investigating bodies to revise the New Jersey Child Labor Law of 1914[2] so as to cover children in agricultural occupations, it was not until 1940 when this was achieved. On June 25 of that year the revised law was approved by the Governor and on September 1 it went into effect. The agricultural child labor provisions are as follows:

(*a*) Children under 16 years of age engaged in agricultural work shall not be employed when school is in session and that those under 12 years of age are prohibited from such employment at any time.[3]

(*b*) No minor under 16 may be employed in agriculture without a special permit;[4]

(*c*) No minor under 16 years of age employed on a farm may work more than 10 hours a day; and

(*d*) No minor under 16 years of age not a resident of the State of New Jersey shall be employed, permitted, or suffered to work in any occupation or service whatsoever at any time during which the law of the State of his residence requires his attendance at school, or at any time during the hours when public schools in the district in which employment in such occupations or services may be available are in session.[5]

The amended child labor law of New Jersey had been on the statute books scarcely 6 months, and before it had an opportunity to be tested in the first complete agricultural season, when the farming community launched a movement to make it possible to suspend its vital provisions. This movement found its logical consummation in a bill introduced and passed in the State senate on April 21, 1941 (Senate bill No. 298) which incorporated this permissive step in the following language:[6]

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[1] A number of studies, some of which date as far back as 1921, demonstrate conclusively the employment of large numbers of children under 16 years of age who accompanied their parents from Pennsylvania to New Jersey for seasonal harvesting work on farms. Cf. Children's Bureau, United States Department of Labor, Work of Children on Truck and Small Fruit Farms in Southern New Jersey, Publication No. 1932, 1921; Department of Labor and Industry, Pennsylvania, Migratory Child Workers and School Attendance. Special Bulletin No. 26, 1928; Report of the Commission to Investigate the Employment of Migratory Children in the State of New Jersey, 1931; National Child Labor Committee, A Summer in the Country, March 1939; unpublished reports of surveys conducted by the Labor Division, Farm Security Administration, in various regions of the State of New Jersey.

[2] The only restriction upon child labor in agriculture under the 1914 statute stemmed from the education law which prohibited the employment of children under 16 years of age while school was in session. A court ruling, however, limited the penalties under the law to resident children. Thus, the measure provided no restrictions upon the work of resident children outside of school hours and none upon the work of nonresident children in farming.

[3] No restrictions are placed on agricultural work performed by minors under 16 years of age outside of school hours if such work is done in connection with the minor's own home and directly for his or her parent or legal guardian.

[4] Agricultural work permits are to be issued by designated school officials of the school district in which the child resides. In the case of nonresident children, permits are to be issued in the school district in which they are employed. Parents of children who apply for such permits must present proof of minor's age and physical fitness, principal's statement that employment contemplated will not impair child's schooling, nature of work applied for, and hours and wages of employment. In the interest of enforcement, permits are to be held in the custody of the employer during the period of employment and returned to minor at the expiration or termination of work.

[5] This provision follows the Pennsylvania child labor law of 1931, which prohibits—

"the employment in any factory or cannery or in berry, fruit, and vegetable raising and harvesting, * * * if any child under 16 years of age residing in another State during the time when the laws of the State of such child's residence require his attendance at school. * * *"

The law provided a 15-day period of grace at the end of the season, but even so it caused a sharp decline in the migration of children from Baltimore and adjacent sections of Maryland to the counties of York and Lancaster in Pennsylvania where they found seasonal employment.

1. Upon written petition by any person or corporation engaged in agriculture or representing agricultural interests setting forth that an emergency exists in agriculture or any branch thereof, or engaged in the first processing of, or in canning or packing perishable or seasonal fresh fruits or vegetables or any agricultural or horticultural commodities during seasonal operations in any part of this State, the cause of such emergency, whether general employment conditions or otherwise and that such emergency requires that in the public interest one or more requirements of the act to which this act is a supplement should be dispensed with or suspended during the period of such emergency, the Department of Labor shall immediately investigate and if such investigation discloses that an emergency exists and that such emergency requires that in the public interest one or more requirements of the act to which this act is a supplement should be dispensed with or suspended during the period of such emergency, the Commissioner of Labor may by special order limited to a described area and to a particular period of time, and limited to agriculture generally or a particular branch thereof, or engaged in the first processing of, or in canning or packing perishable or seasonal fresh fruits or vegetables or any agricultural or horticultural commodities during seasonal operations, dispense with or suspend such requirement or requirements of the act to which this act is a supplement, as is set forth in such special order: *Provided, however*, That no such special order shall dispense with or suspend the requirement that no minor under 12 years of age shall be employed or the requirement that no minor under 16 years of age shall be engaged in agricultural pursuits for more than 10 hours per day: *Provided, however*, That no special order shall permit a minor between 16 and 18 years of age to be employed or engaged in the first processing of or in the canning or packing seasonal fresh fruits or vegetables for more than 10 hours per day.

It will be noted that the permissive amendment to suspend the agricultural child-labor provisions of the 1940 act aims at that part of it which relates to the employment of minors between 12 and 15 years of age during school hours whether they are resident of New Jersey or of any other State. The 12-year minimum age and the 10-hour maximum workday provisions for workers under 16 years of age are left inviolate.

Proponents of suspension claim that the existing law has impeded the flow of Italian migratory labor from Pennsylvania this year. The law, as it stands, prohibits children between the ages of 12 and 15 in migrant families from working on New Jersey farms before school is out in the various Pennsylvania school districts. This means that such child workers cannot leave, as many of them formerly had done, such a city as Philadelphia, the major source of this labor, before June 26, the closing day of school before the summer vacation; neither can they remain in New Jersey after September 8, the date of reopening of Philadelphia schools after the summer recess.[7] The effect of these provisions on the migratory labor supply rather than on the local and State supply of agricultural seasonal laborers appears to be the major concern of labor-employing farmers in southern New Jersey.

It is not difficult to appreciate the apprehension of south Jersey farm employers concerning the potential loss of the Italian migrants as a result of the law's exclusion and regulation of child workers. According to child labor surveys in 1930 and 1938, each school child who worked in New Jersey agriculture lost, on an average, 39 school days. The 1930 study estimated that there were about 1,800 working children between 6 and 15 years of age employed on farms in this State. Assuming this figure to be the volume of child employment in more recent years, it would seem that in the neighborhood of 70,000 migrant child-worker-days could be lost if the law is enforced. About 800 of the child workers in 1930, it was indicated, were between 12 and 15 years of age and about 1,000 were between 6 and 11 years of age. The latter group are no longer legally available, not only under the 1940 statute but may not be tapped even if the law is amended.

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[6] The same bill was introduced in the State assembly; public hearings were held on it, but no action taken as of June 30.

[7] It is to be noted that New Jersey schools close for the summer earlier than those in Philadelphia and consequently no obstacles to legal employment appear likely on the new Jersey side after they are hurdled in Pennsylvania. Moreover, New Jersey provides for no exemption from her compulsory education law as does, for example, Pennsylvania. In the interest of effective administration, it is provided, therefore, that Philadelphia and other out-of-State resident children who may receive such exemption to work in New Jersey agriculture are governed in their legal employment status by the dates of the summer vacation in the New Jersey school district where they are so employed.

Proponents of suspension also argue that the effects of the child-labor restrictions on the Italian farm labor supply are not limited to the shrinkage of the heretofore available labor force represented only by child workers. It is contended that their ramifications reach out to the adult parent-labor supply as well. Many parents, it is maintained, will find it unprofitable to make the trip to New Jersey if they are denied the contributory farm-labor earnings of their children for the full agricultural season. A full season usually covers 20 to 25 weeks from late in April or early May to the first or middle of October, and, of course, cuts across the school session in May, June, and September. It is probably true that some of the parents with working children of school age will be deterred from coming to New Jersey because of inability to find someone to care for such minors at home or because of reluctance to maintain two households (one in New Jersey and one at their permanent home) when their children are unable to supplement the family farm labor earnings. But the majority of these families probably will not be affected in this manner. Many parents, it has been found, arrive in New Jersey without their school children in May and June prior to the time school is let out and have them follow when they are dismissed for the summer vacation. Similarly, these parents, who are usually very much concerned about the schooling of their children, remain for a month or more in New Jersey after their children have returned home for the opening of the school session in September. Moreover, studies reveal, that not all of the members of these families migrate to New Jersey. About 20 percent of the total family membership do not make the journey. Approximately 40 percent of the fathers and 30 percent of the older children (16 years of age and over) remained home in 1938, according to a survey of the National Child Labor Committee.[8]

The foregoing review is based, of course, on a reasoned or logical approach to the possible effect of the State child labor law of 1940 on the influx of Italian migrants from Pennsylvania to New Jersey in 1941. Outside of the special survey there is no way of accurately measuring this effect. One possible but limited set of data which may be resorted to in this connection are the attendance records of the Philadelphia school authorities. These show the number of public and parochial school children who left school in the spring months of the year because of temporary removal (with one or both of their parents) from Philadelphia to farms in New Jersey.

Assuming these figures to be reliable and comparable from year to year, an examination indicates an aggregate reduction of 45 percent in school leaves in 1941 as compared with 1940. The same percentage decline is evident when compared with the average number of leaves for the past 6 years. It will be noted, however, that this sharp decline in 1941 is largely a result of the precipitous drop in the number of children who left school in the month of June, for the combined figures for April and May show that only 70 fewer children left Philadelphia schools in 1941 as compared with 1940, or a decline of only 15 percent. In fact, the child migration in April of 1941, based on these records, was almost 90 percent greater than that of April a year ago and was exceeded by only one other April in the past 6 years. Were it not for the poor strawberry crop in New Jersey this year, it is possible there would not have been a reduction in child and family migration even in May. It is significant that the aggregate April–May reduction in the number of families who left for New Jersey was relatively twice as great as that of children as between 1940 and 1941. The number of families declined by 30 percent, while the number of children by 15 percent. Assuming the child-labor law was solely responsible for this change, it would seem to indicate that the larger families were deterred less by the law than smaller families.

It is not quite clear why the June decline was so sharp, particularly in view of the fact that enforcement of the child-labor law was not strengthened in any material way. It is possible that those families who usually migrate to New Jersey in June decided to delay leaving until school was out at the end of the month. This situation may have prevailed also among other families who were in the habit of leaving in the earlier spring months. To what extent there will be a pick-up in the July influx is problematical, but it is quite possible that the June losses may be recouped in that month. The following table shows the numbers of children and the families to which they were attached who left school in the spring months to go to New Jersey, 1935 through 1941:

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[8] National Child Labor Committee, A Summer in the Country, March 1939, table I, p. 12. [See New York hearings, p. 363.]

Philadelphia public and parochial school children leaving school due to temporary removal from Philadelphia with their families to work on farms in New Jersey During March, April, May, and June—Comparative statement, 1935–41

Year	March		April		May		June		Total	
	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children
1935	4	4	78	163	155	344	183	400	419	908
1936	---------	---------	84	185	168	355	87	193	339	733
1937	---------	---------	86	173	156	299	143	278	385	750
1938	8	14	112	215	223	391	325	595	668	1,215
1939	5	10	60	69	245	460	99	171	409	710
1940	2	7	72	110	211	359	225	406	510	882
1941	---------	---------	100	206	100	193	34	84	234	483

Source: Dr. Henry J. Gideon, director, compulsory education, school district of Philadelphia.

The figures reviewed above, if accepted on their face value and if taken in the aggregate, clearly indicate a material decline in the influx of Italian migrants from Philadelphia to New Jersey in 1941. Information obtained from farm-labor contractors and farm operators supports this statistical evidence. It is hazardous, however, to conclude that the child-labor law of 1940 is the exclusive or even the major cause for this decline. At least two other factors have undoubtedly exercised their influence on the situation. One of these is of a long-term character; the other, of more recent development.

Competent observers familiar with the migration of Italian families from Philadelphia to New Jersey point out that the volume of this movement has been decreasing slowly but steadily for more than a decade. It has been observed that "while most all of these workers are of Italian descent, the children are American-born, and many belong to the third generation of families who have been going to Jersey to do agricultural work."[9] In the past, these second and third generation American children have constituted as much as one-half of this migrant labor force. As more of them have received a better education and acquired the habits and ambitions of other American children, they have become less willing to accompany their parents to New Jersey and accept the working and living conditions on the farms, as their parents had done in their younger days. The dislike of the older children for farm work was revealed by a survey conducted by the Labor Division of the Farm Security Administration in Burlington County in July 1940. The majority of them stated that they were working on a farm because there was no employment for them in Philadelphia. A large number of them, it was discovered, had received vocational training and were qualified to fill a variety of industrial and mechanical jobs. Moreover, the Old World parental authority which previously had compelled the migration of entire families has been in the process of disintegration for some time.

Records of the compulsory education division of the Philadelphia School District show that the total number of children who lost schooling because of farm work in New Jersey in 1927 has never been equaled. That year almost 2,000 children left for New Jersey farms and lost schooling,[10] compared, for example, with about 1,200 in 1938 (the high in the 1930's) and 916 in 1940. Padrones or Italian labor contractors who were interviewed in June 1941 invariably stated that they were experiencing increasing difficulty from year to year in rounding-up families for agricultural work in New Jersey. One large operator from South Philadelphia said he had no difficulty in getting as many as 500 workers in 1920, but "had to work hard" to get 150 in 1940.

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[9] National Child Labor Committee, op. cit., p. 8.

[10] Department of Labor and Industry, Pennsylvania, Migratory Child Workers and School Attendance, 1928, p. 7.

Absorption in defense-stimulated industries and in nondefense occupations left open by those absorbed in such industries is the major and immediate cause for the decline of Italian migration to New Jersey in 1941. This is not surprising when it is remembered that the majority of the adult and youth migrants who move to New Jersey for the agricultural season are those who seek farm work only when industrial and commercial opportunities in the cities fail. The large annual turn-over among these migrants attests this fact. It is altogether likely that the migration of Italian families to South Jersey would have been considerably curtailed this year even had the child-labor law of 1940 not been on the statute books of the State.

Young men and older boys in these families are finding jobs today in machine shops or filling vacancies created by the general up-grading process; older girls are finding employment in garment and other consumer-goods industries. Even the older family members, out of work for many years, are finding openings in private or self-employment. One or two members of these families with steady jobs is sufficient to keep that family at home. Padrones, who were interviewed remarked that in 1940 there were very few families with whom they were familiar who had members employed at steady jobs in the city of Philadelphia. This year, they observed, almost every family had one or two such members. One padrone himself, for example, had recently obtained a construction job which paid $11.50 a day and was, as a result, devoting only week ends to recruiting farm labor.

The State employment service at Philadelphia had a similar story to tell. It reported that it had "any number" of Negroes to place on New Jersey farms, but no Italian families. At least one member in almost every Italian family in South Philadelphia, it was stated, had a job in the city while many Negroes, largely because of inability to qualify for the jobs available and also because of reported employment discrimination, were still unemployed. The earnings received by members of the Italian families on city jobs are relatively low and family income, meager, but they seem to provide sufficient incentive to remain home where the discomforts of "a summer in the country" in terms of inadequate housing and poor sanitary facilities do not confront them.

CONCLUSION

Assuming that the present emergency situation continues into 1942, commercial agriculture in New Jersey requiring, as it does, thousands of regular and seasonal workers can be expected to face increasingly difficult labor supply problems. Local pools of farm workers are drying up rapidly. The stream of Italian migrants from Pennsylvania will not rise above its present level in the years immediately ahead and probably will fall considerably below it. Negro migration from the South may decline also, but not very substantially.

The national-defense emergency is the logical and real frame of reference from which the current tightened labor market must be viewed. But, it is to be noted, the defense program has created no new problems for the farmer. It has merely stimulated the forces which in normal and particularly in depression periods lie dormant. The current defense emergency which has stepped up industrial production and employment to unprecedented heights in a comparatively short period of time has merely widened the gap of labor standards and employment attractiveness between agriculture and industry.

Within the framework of agriculture itself, large farm operators hold a decided competitive advantage over small farmers in tapping a considerably depleted farm labor market. The larger farmers can afford more readily to pay higher wage rates; offer more continuous employment; better adjust housing facilities to new demands; and carry more easily the burden of recruiting costs occasioned by the current changes in the sources of labor supply. In addition, the resourcefulness of the larger operators, their willingness to discard traditional hiring practices, and their ability to adjust themselves to new types of labor are making it possible for them to tap labor pools untouched by them before. The smaller farmer is manifesting a decided lag in these respects.

If the period of national emergency continues for the next few years, farm operators in south Jersey will be compelled to make radical adjustments with respect to the utilization of their labor force. More efficient and planned use of whatever available supply is at hand is fundamental in any contemplated adjustment. An orderly system of exchange of labor predicated upon staggered periods of planting and the leveling off of harvesting peaks is probably the first step to be taken in this direction. If successfully carried out, this plan is capable not only of reducing total man-labor requirements but of stabilizing prices at higher levels by preventing mass dumping of farm produce when all growers harvest simultaneously. Moreover, this scheme would make farm employment much more attractive by guaranteeing workers fuller and longer job periods. The State employment service in cooperation with county agricultural agents and county boards of agriculture must assume a major role in carrying through this adjustment.

Underlying all efforts, however, is the necessity of raising the standards of employment in agriculture in terms of fair wages, adequate housing, and decent working conditions. Under prevailing prices of produce in relation to nonlabor costs of production and marketing, there are definite limits to this achievement. It is an unescapable conclusion, however, that only by making farm employment more attractive can farm employers build up a steady and reliable working force which could be said to be reasonably attached to the industry.

Changes on the migratory labor front in south Jersey may be expected in the near future and appropriate adjustments must be considered. Defense activities, the enforcement of the agricultural provisions of the child-labor law of 1940 and the long-time forces already noted will undoubtedly reduce the influx of Italian migrants from Pennsylvania, the major segment of nonlocal labor in this region of the State. If this curtailment is sufficiently serious, farm employers in south Jersey will be compelled to rely on other nonlocal sources for their seasonal labor. It is not unlikely that southern Negro labor will become their principal mainstay, as it is already for the central Jersey potato growers.

That this eventuality is not groundless is already subject to demonstration. More Negro migrants were brought in from the South into south Jersey this year than in any previous period since the first World War. Their numbers can be expected to increase materially next year when more south Jersey farmers will follow the example already set by the larger operators. Negro labor from Pennsylvania cities, particularly Philadelphia, will probably also replace the Italian element from this source.

Expanded use of this type of labor will aggravate the existing housing, health, and sanitation problems. At the same time, there is some apprehension that these migrants, unlike the Italian families, will seek permanent location in south Jersey, much against the will of local communities, and thus repeat the first World War experience. Unless steps are taken to meet these contingencies, there is a danger that farm labor shortages may be alleviated at the risk of creating more serious social problems.

Mr. Abbott. I offer, as exhibit 23, a statement prepared by the Labor Division of the Farm Security Administration, United States Department of Agriculture, entitled "The Farm Labor Background in New Jersey."

(The statement referred to above is as follows:)

Exhibit 23.—The Farm Labor Background in New Jersey

STATEMENT BY LABOR DIVISION, FARM SECURITY ADMINISTRATION, UNITED STATES DEPARTMENT OF AGRICULTURE

1. ECONOMIC IMPORTANCE OF MIGRATORY LABOR TO NEW JERSEY AGRICULTURE

The New Jersey State Department of Agriculture has estimated that of the approximately 850,000 acres in all crops in the State, about 310,000 acres, or a little over one-third of the crop acreage, requires the employment of migratory labor in part or in whole for harvest work. It also has estimated that in terms of man-hours of harvest work the labor of migratory workers amounts to about 24 percent, or about 5,400,000 man-hours. The following table shows the estimated number of man-hours required for harvesting specific crops in New Jersey.

These over-all figures, however, obscure the vital importance of migratory labor in certain selected agricultural sections of New Jersey.

Estimated harvest labor requirements in New Jersey [1]

	Hours of harvest labor per acre per crop	Acres in 1939 [2]	Total hours of harvest labor for each crop
Asparagus	210.0	14,000	2,940,000
Beans, lima	73.0	3,200	233,600
Beets, canhouse	44.0	100	4,400
Cucumbers	88.0	2,600	228,800
Eggplant	88.0	1,200	105,600
Peas	88.0	2,400	211,200
Peppers	50.0	6,700	335,000
Potatoes:			
White	46.0	55,000	2,530,000
Sweet	91.0	15,000	1,365,000
Corn, sweet	23.0	26,000	598,000
Tomatoes:			
Canhouse	71.0	28,600	2,030,600
Market	144.0	11,500	1,656,000
Silage, corn	25.0	36,000	900,000
Apples	55.5	43,000	23,865,000
Peaches	60.0	17,500	1,050,000
Strawberries	339.0	4,000	1,356,000
Snap beans	120.0	10,600	1,272,000
Beets, market	150.0	2,000	300,000
Cabbage	25.0	6,700	167,500
Carrots	200.0	2,000	400,000
Lettuce	75.0	2,400	180,000
Onions	96.0	3,000	288,000
Spinach	30.0	2,900	87,000
Raspberries and blackberries	300.0	3,400	102,000
Cranberries	[3] 16.0	11,000	176,000
Total		310,800	42,381,700

[1] The harvest labor, except for cranberries, involves all labor connected with the crop from picking to the time the crop is ready for shipment.

[2] This figure is approximately 95 percent of the total acreage devoted to fruits and vegetables in New Jersey. The remaining 5 percent includes unlisted miscellaneous vegetable acreage in northern New Jersey.

[3] Picking only.

Source: Based in part upon figures given in Trend of Farm Prices in New Jersey, Average Crop and Material Requirements Needed for Producing Agricultural Commodities, J. W. Carncross and A. G. Waller, Agricultural Experiment Station Publication, A. E. 46 (mimeograph), June 1940, and in part upon a special survey conducted by the New Jersey Department of Agriculture.

To the more than 600 commercial potato, fruit, and vegetable growers of the State,[1] these migrant workers represent considerably more than 12 percent of their total harvest labor needs. According to the State Secretary of Agriculture, the dependence of these growers on this type of labor is so great that "it can safely be stated that the agricultural situation in this State would be badly affected if this regular method of using migrants for harvesting was not available."[2] The significance of this appraisal can be readily grasped when one examines a smaller, but nonetheless a vitally important segment of New Jersey agriculture—the central Jersey potato region. This was the region in which the New Jersey Conference of State Departments on Migratory Labor and the Labor Division of the Farm Security Administration conducted their surveys on the migratory labor situation in April and August 1940, respectively.

The findings of the conference survey indicated that the 325 potato growers who were interviewed employed over 4,000 migratory Negro workers in 1939. These operators represented about 95 percent of all the potato farmers employing migratory workers in the region and had under cultivation over 24,000 acres of potatoes or almost half (48 percent) of the total potato acreage of the State. It was revealed also that about 50 percent of these migrants were attached to the farms (available for work, but not always working) for 10 weeks or more, slightly more than 60 percent for 8 weeks or more, and a little less than 80 percent for 6 weeks or more.[3]

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[1] About 325 potato growers employ mostly Negro migrants; 300 fruit and vegetable growers employ mostly Italian migrants.

[2] Prepared statement of the New Jersey State Secretary of Agriculture submitted to the New Jersey Conference of State Departments on Migratory Labor.

[3] Mimeographed report submitted by H. B. Weiss, New Jersey Department of Agriculture to Russell Eldridge, Director of the Employment Service Division, Unemployment Compensation Division of the State of New Jersey, April 29, 1940, p. 5.

The Farm Security Administration interviewed only 44 farm operators, having devoted the major portion of its time to interviewing more than 300 potato workers. In contrast to the conference survey which was conducted in the off-season, in April of the year, the Farm Security Administration study was made in August, the height of the season. The operators who were interviewed had in cultivation a total of 7,100 acres, 65 percent of which was devoted to potatoes—the latter representing about 15 percent of the potato acreage in the central Jersey area. These 44 farmers employed a total of 810 potato pickers, almost 95 percent of whom were migrants, practically all Negroes from out of the State.[4] It is significant that all of the local pickers were also Negroes. A conservative estimate would indicate that at least 75 percent of the labor used in harvesting, grading, sacking, and hauling potatoes in this region as a whole constitutes Negro migrants from outside the borders of the State; the rest represents Negro and white workers from the immediate locality and from other parts of New Jersey, particularly Negroes from Trenton.

Farmers in this region were found to employ very few workers during the year round. Almost all of them, it was discovered, hire workers during the potato harvest period which lasts about 4 months—July through October. Only four of the 44 labor-employing farmers, or slightly more than 9 percent of those interviewed, reported that they employed no migrants in August when the survey was made. These four operators, however, had comparatively small acreages in potatoes. During the 1939 potato harvest, the 40 farmers with migrants employed on an average a minimum of 17 workers and an average maximum of 22 workers. Eighteen of these farmers—or almost half—employed on the average more than 22 migrant workers during the peak of the 1940 season. A few of them employed more than 40 migrant workers and one employed as many as 75 potato harvest hands. These 40 operators had been employing Negro migrants for an average of 7 years.

Southern New Jersey is materially more self-sufficient with respect to the labor needs of its agricultural economy at harvest time than is the potato region of centrol Jersey. Probably from 25 to 40 percent of the total volume of labor employed in this area both on the farms and in the packing sheds and canneries, represents migrant or nonlocal workers.

In the neighborhood of 200 to 1,000 Italian families, comprising 4,500 to 6,000 persons,[5] mostly from Philadelphia, Camden, and Trenton, make the journey to the farms of south Jersey every summer. Assuming that 80 percent of this migratory population constitutes workers,[6] it would appear that between 3,600 and 4,800 crop harvesters in this category alone are employed annually in this agricultural area of the State during July and August, the peak months of the season. This approximates the estimates of the New Jersey Department of Agriculture of 5,000 persons of whom 88 percent or about 4,500 are Italian migratory workers.[7] Almost one-third of them remain in New Jersey 70 days or less, more than half, between 71 and 150 days, and about 15 percent stay longer.[8]

Together with the white and Negro migrants from the South and from other parts of the country and of New Jersey who must be provided with shelter facilities during the season, it would seem that no less than 6,000 strictly nonlocal farm workers[9] are annually employed at the peak of the season in south Jersey, and no less than 10,000 migratory agricultural laborers in the State as a whole. The comparatively large area over which the migrants in south Jersey are employed does not permit, however, anywhere near the same concentration of migratory farm laborers characteristic of the central Jersey potato region.

Farmers in Burlington County, the largest in the State in point of view of actual physical size as well as in crop acreage, require substantial numbers of workers to cut asparagus and to harvest sweet corn, peas, beans, tomatoes, and a variety of fruits and berries. From 40 to 50 percent of this seasonal labor comprises working members of Italian families recruited for the most part by padrones or other types of labor contractors from the Philadelphia-Camden area. Roughly 3,000 men, women, and children are found employed on the farms of this county. The employment of children is particularly heavy in this county as a whole, but especially is this true in the berry fields and in the cranberry bogs around Vincentown and Whitesbog. Despite the comparatively large numbers of these migrants in the county, no large concentrations of these workers are found in any one particular locality.

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[4] Of the 765 migrant workers only 10 were white. These white migratory workers were mainly from other parts of New Jersey.

[5] Computed on the basis of 5.7 members to a family which migrated to New Jersey in 1938. Cf. National Child Labor Committee, A Summer in the Country, March 1939, table I, p. 12.

[6] The proportion disclosed by the National Child Labor Committee survey in 1938. Cf. ibid., p. 12.

[7] Interstate Migration, hearings before the Select Committee to Investigate the Interstate Migration of Destitute Citizens, H. Res. 63 and H. Res. 491, H. R., 77th Cong., 3d sess., pt. I, New York City hearings, July 29–31, 1940, p. 100.

[8] National Child Labor Committee, op. cit., table 4, p. 18.

[9] Estimated on the assumption that Italian migrants from Philadelphia and Camden outnumber the other migrants 3½ to 1.

In Camden, Gloucester, and Salem counties, an agricultural area devoted chiefly to such labor crops as asparagus, strawberries, and tomatoes, probably about 25 percent of the farm field labor employed during the harvest season represents nonlocal labor. About 15 percent of the migratory workers are families of Italian descent and about 10 percent are whites and Negroes from the States south of New Jersey. A considerable number of intra-State migrants are also of Italian stock recruited from the surrounding small towns and villages and who during the season are quartered on the farms which employ them. The majority of the strictly local resident farm laborers are Negroes who in the past had migrated to New Jersey from the South and had settled in the towns and open-country communities in the region.

In Cumberland County, migrants are employed both in field work and in the canneries during the harvest season. The demand for farm laborers is coincidental with that for canning and packing-house workers because most of the produce is taken directly from the field to the canneries and packing houses. Work in asparagus, one of the earlier crops harvested, attracts between 200 and 300 families of Italian stock and some Negro families from the Eastern Shore. The majority of the farmers hire entire families on a contract basis for cutting and bunching the asparagus. Such work arrangements are conducive to the use of migrant labor. Strawberries, the next large labor crop, of which there are about 3,500 acres in the county, provide work for many Italian families from South Philadelphia. By strawberry time the migrant stream is augmented to a total of about 500 to 600 families. Some of these pickers stay on for the onion deal which is centered around Cedarville. String and lima beans follow onions on the labor-crop calendar. Estimates indicate that at least 300 Italian and Negro laborers come in from the Philadelphia-Camden area during the bean-picking season. The harvesting of canhouse tomatoes and white potatoes starts around the 1st of August and is accomplished, in part, with migratory labor from Philadelphia and Chester, from northern New Jersey, and to a lesser extent with southern labor.

Sweetpotatoes, which follow later in the season, are picked almost exclusively by local labor. Spring operations, such as onion setting and thinning peaches, are likewise carried through with resident workers. Little or nothing is known of the living conditions and working conditions of the migrants in this county who work in the fields and those who are employed seasonally in the canneries and packing houses. Estimates indicate that at the peak of the season about 20 percent of the cannery and packing-house workers represent nonresident labor. It is believed also that some of these workers move to the northern part of the State for work in the apple harvest after the close of the packing and canning season.

2. MAJOR AREAS OF AGRICULTURAL MIGRATION AND TYPES OF MIGRANTS

Two agricultural areas of major importance in the State of New Jersey have for many years attracted thousands of migratory field workers for the purpose of harvesting a variety of vegetable, orchard fruits, berries, and other small fruit crops. One of these is the comparatively small but concentrated potato-growing region composed of parts of three counties—Mercer, Middlesex, and Monmouth—of which Hightstown is the geographic center. In 1940 these three counties combined had 71 percent of the State's acreage of potatoes, and produced 75 percent of the potatoes raised in the entire State. The second major area of migration is the sprawling and comparatively large area of southern New Jersey devoted to the growing of such vegetables as asparagus, tomatoes, beans, peas, and potatoes, and of such orchard and small fruits as apples, peaches, strawberries, raspberries, blackberries, huckleberries, and cranberries. This area comprises the five counties of Burlington, Camden, Gloucester, Salem, and Cumberland. The cranberry bogs, and the raspberry and blackberry fields around Hammonton, in Atlantic County, is also an important sector of the south Jersey area in which migratory workers, especially women and children, are employed.

The harvesting of potatoes in the central Jersey region begins early in July and continues through the end of October. During August and September, the peak months of the harvest, about 90 percent of the work is accomplished. In the south Jersey area there is a relatively long season beginning in the last of April and ending in about the middle of October during which work in the harvest is available irregularly. Beginning with the early produce and asparagus season in the latter part of April or first of May, there is a progression through the labor crops roughly as follows: Asparagus cutting continues through the month of June; tablestock or market tomatoes are harvested from the end of June to the 1st of August; can-house tomatoes, from August 1 to the middle or end of September; and beans and potatoes, during the summer and early fall. Interspersed with the employment on truck farms, work is available in peach and apple picking which begins about the same time that can-house tomatoes ripen and continues until fall. General farms employ additional labor for corn husking, peas, beans, cabbages, and tomatoes. Strawberries are harvested in the late spring and raspberries, blackberries, and huckleberries in early and midsummer. The agricultural season ends with the harvesting of cranberries between the last of August (or beginning of September) and the middle of October. The seasonal peak in this area occurs during the months of July and August.

In neither of the two major areas, however, is employment continuous due to fluctuations of the market and of the weather. Field laborers find, on the average, about 60 working days in central Jersey, about 75 working days in south Jersey during the harvest season.

Migrants attracted to the potato-growing region are chiefly adult Negro males who, for the most part, are either single or unattached, the latter having left their wives and children at home. Women and children are found in small numbers. A survey conducted by the New Jersey Conference of State Departments on Migratory Labor revealed that less than 15 percent of the migrants were families or part of families. The same study showed that 80 percent of the migrants were adult males, 16 percent were women, and 4 percent were children under 16 years of age.[10]

About 90 percent of these Negro migrants come from the States on the eastern seaboard south of New Jersey; at least 75 percent of them coming from the States of Florida and Virginia. Those who come from the deep South make two, three, or more moves to various points up the Atlantic seabard following the potato crop as it matures along their routes before arriving in New Jersey. It has been observed, also, that comparatively small numbers continue their potato migration up to Long Island, N. Y., following the potato harvest in New Jersey. Not much is known, however, concerning this phase of their migration.

About 40 percent of these migrants are year-round crop followers, with no permanently established home or residence. The others, for the most part, have a substantially long migratory season from early spring to late fall, returning home for the winter work at odd jobs in town or on the farm or falling back on public relief.

In south Jersey, on the other hand, the migrant workers are predominately of the white race, the great majority of them being Italians or of Italian stock. Their children are American-born and many belong to the third generatiaon of families who had been going to New Jersey for seasonal work in agriculture. About 90 percent of these migratory field workers come from the Philadelphia-Camden metropolitan areas, with an appreciable number from Trenton and some of the smaller New Jersey towns near the Delaware River. Chester, Pa., Newark, N. J., and even New York City feed this area with seasonal agricultural wage workers. Smaller, but appreciable numbers of both Negroes and whites from the Southern States, prticularly from Virginia, are also found employed in this area during the harvest season.

In contrast to the single or otherwise unattached Negro migrants in the central Jersey potato region, those in south Jersey consist chiefly of family or semifamily units. Women and child workers are found in considerable numbers in this area working alongside the men in harvesting the various vegetables, fruits, and berries. A study of 251 Italian migrant families from Philadelphia made by the National Child Labor Committee revealed that of the total number of persons in these families who were employed in farm work in New Jersey in the summer of 1938, one-half were mothers and older children, 38 percent were children under 16 years of age, and only 12 percent were fathers.[11] The earnings of children in this seasonal farm work is an important factor in the migration of these Italian families to New Jersey. In 1930 the New Jersey State Migratory Commission estimated that 30 percent of the family income of these migrants was earned by children under 16 years of age.[12]

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[10] Interstate Migration: hearings before the Select Committee to Investigate the Interstate Migration of Destitute Citizens, House of Representatives, 77th Cong., 3d sess., New York City hearings, pt. 1, July 29–31, 1940, p. 87.

Practically all of the Italian families in south Jersey are one-move part-time migrants who invariably have a home and a permanent residence. They usually make only one move from their point of origin to their point of destination in New Jersey before returning home at the end of the season. The comparatively few of these families which move more than once usually go home during the season after harvesting one or two crops and return later to work in another crop which has matured, or move from one farm to another if the first does not provide a whole season's work. They usually come in the latter part of May and remain until the end of September or the middle of October if they stay over for the cranberry harvest. They are not, at any rate, migrants in the same sense as are the farm-uprooted migratory workers of the West, the majority of whom seek permanent relocation. Neither do their migratory habits resemble those of the Negro potato workers in the central Jersey area who follow the potato season for long distances on the Atlantic seaboard and a large number of whom are constant year-round migrants.

According to the National Child Labor Committee, "those who go to New Jersey to do seasonal work may be divided into two parts: Those who follow agriculture from choice and evince little interest in industrial pursuits, and those who go intermittently, turning to farm work only when employment opportunities in the cities fail." [13] The former group who in the past represented the bulk of the migrants to New Jersey are today in the minority; the latter, or the urban industrial group, constitute at present by far the majority of the Italian migrants. "When workers originally began to migrate to Jersey, the majority were still close enough to the soil from their experiences in the Old Country to look upon farm work as a way of life. It is evident that this condition no longer exists." [14] Today the families who migrate to New Jersey are predominantly a low earning urban group compelled to turn to migrancy in order to supplement their income by seasonal farm work. The heads or other secondary breadwinners of these families are, for the most part, either unemployed, irregularly employed at low wages, or on relief or W. P. A. It is significant that in the 251 families studied by the National Child Labor Committee, 95 percent of the mothers, almost 70 percent of the older children (16–19 years), 95 percent of the younger children (under 16 years), but only about 60 percent of the fathers went to work in New Jersey crops in 1938.[15]

Not strictly agricultural, but contributing in part to the migratory supply of farm labor in New Jersey are those migrants who come seeking work in the oyster industry at the southern tip of the State in the vicinity of Port Norris, Bivalve, and Heislerville, in Cumberland County. These workers are primarily oyster shuckers, but many of them arrive in New Jersey, mostly from Delaware and the eastern shore of Maryland, before the beginning of the oyster season in September and find employment on the farms of southern Jersey. From 200 to 500 Negroes make this journey each year, largely crowding in the Negro community near Port Norris called the Shell Pile. Related agricultural industries engaged in packing, processing, and canning fruit and vegetables, located chiefly in Camden, Salem, Swedesboro, and Bridgeton, also attract appreciable numbers of migrants during the summer and fall of the year.

3. FACTORS GOVERNING THE EMPLOYMENT OF MIGRATORY WORKERS IN THE CENTRAL JERSEY POTATO REGION

The major reason for the employment of migratory workers in the central Jersey potato region is the prevailing shortage of local workers in relation to the harvest needs. It is undeniable that, to some extent, this shortage is absolute and is but another illustration of a disturbance in the labor demand

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[11] National Child Labor Committee, A Summer in the Country, March 1939, table I, p. 12.

[12] Report of the Commission to Investigate the Employment of Migratory Children in the State of New Jersey, 1931.

[13] National Child Labor Committee, op. cit., p. 8.

[14] Ibid., pp. 8–9.

[15] Ibid., table I, p. 12.

and supply equilibrium in an area where the tempo of a specialized and commercial wage labor-consuming type of agriculture has outstripped the growth of the local farm wage-working population. It is equally clear, however, that substantially the shortage is relative, resulting from the conditions and requirements of employment at present prevailing in the potato-growing economy and which are unacceptable to the available and physically competent workers in the local communities.

In former years, potatoes were dug on a normal workday basis, the work being continuous and the hours reasonably regular. Local pickers worked satisfactorily under these conditions. Harvesting operations, as they are conducted today, however, are irregular and feverish. Picking is heaviest in the early morning and late afternoon and evening, with grading activity extending frequently into the late hours of the night. If weather and market conditions are favorable for digging and picking, operations usually begin at 4 a. m. or 5 a. m. and last until 10 a. m. or 11 a. m. During the late morning and early afternoon usually no work is performed, because potatoes are subject to scorch from the sun. Work usually resumes at 4 p. m., and continues until dark. Grading and hauling are performed at any time during the day or night, depending on the amount of potatoes which have been picked and are ready to be graded, sacked, and hauled. No potatoes are dug, picked, or graded, however, irrespective of weather conditions, until they are sold. Thus, fluctuations of the market and the conditions of the weather, more than the caprice of the individual farmer, are the basic causes of this system of operation.

When the price of potatoes takes a jump or orders are placed, the operator acts quickly to take advantage of the market, digging commences at short notice and becomes intense, and the product is rushed for delivery to meet buyers' or brokers' orders. Thus, a potato grower may receive an order at say, 2 p. m. on a given day for delivery to a buyer or broker that same evening. This usually entails a late afternoon digging, picking, and grading. Likewise, a late afternoon order may result in a later evening digging, and the potatoes are picked early the next morning. When the price is low and the market is sluggish, harvesting may be slowed up or discontinued completely and indefinitely. In the summer of 1940, during the period of our survey, many workers reported obtaining as little as 1 and 2 days of employment in 2 and 3 weeks. Low market prices were largely responsible for this situation.

Local workers apparently are unwilling to cast themselves into this routine of work. This is evident from the replies of the 44 farmers interviewed With the exception of three of these operators, all stated that they have encountered real difficulties in securing local labor in the past few years. In fact, most of them were no longer exerting any genuine effort to hire local persons having already concluded that potato harvest work is unacceptable to them. To support this conclusion, they frequently pointed to their experience with local labor, the employment of which all too often resulted in friction, abrupt quittings, unpicked fields, sunburned potatoes, and financial losses. Almost three-quarters of the operators interviewed stated that they unqualifiedly preferred not to hire local labor, and indeed were not doing so. Only 8 of the 44 farmers expressed a decided preference for local resident workers, but still 7 of them employed Negro migrants at the time of the interview, because, they explained, local competent workers were scarce or would not work. "I'd prefer local help if they were any good," said one of these growers, "for if they're any good they're worth three of the southern help." Only one operator in this small group which preferred local workers was actually exercising his preference, because, significantly, the large growers employed migrant labor which enabled him to find competent workers resident in the vicinity. A few operators had no special preference in this respect.

That a considerable number of potato growers had formerly employed local laborers is evident from the findings of the survey made by the New Jersey Conference of State Departments on Migratory Labor in the spring of 1940. According to this showing, almost 60 percent of the 283 reports received relating to this practice responded in the affirmative to the question: "Have local or relief laborers been employed in the past?"[16] Most of the operators who replied to this question also gave reasons for no longer employing local labor. It is significant that out of 226 operators whose reasons were recorded, only 35, or 15 percent, stated categorically that "not enough (were) available." The balance of the responses, with few exceptions, indicated indirectly that factors other than absolute scarcity were the governing forces in the nonemployment of local labor. Almost 40 percent commented that local labor was either "unsatisfactory," "not dependable," or "not capable of doing (the) work." About 27 percent blamed the Work Projects Administration for one reason or another for the relative shortage of local labor, and another 10 percent stated that local "workers do not apply for work." The remaining small proportion of operators remarked that they were satisfied with their migratory workers and had no comment to make on the local labor situation.[17]

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[16] Interstate Migration, hearings before the Select Committee to Investigate the Interstate Migration of Destitute Citizens, H. Res. 491, 77th Cong., 3d sess., pt. I, New York City hearings, July 29–31, 1940, p. 91.

Much blame has been directed against the Work Projects Administration for siphoning off labor which, under ordinary circumstances, would work in potatoes during the season. Almost one-third of the operators who were interviewed by the Farm Security Administration expressed this opinion. The fact remains, however, that a careful analysis of occupations of relief workers on Work Projects Administration has not been made recently to confirm or refute these charges. A few years ago, an attempt was made to supply harvest labor from certain relief areas. The effort was not exhaustive, but State relief authorities found that the great majority of the relief clients in New Jersey were either too old or physically incapable of performing the required work, and the rest "just won't do it." [18]

Today, in many quarters, extreme doubt exists whether the Work Projects Administration is a serious factor in the local farm labor shortage. One of the largest growers in the central Jersey potato region observed that were all the able and willing workers on Work Projects Administration released during the harvesting period to work in potatoes and other crops, the Negro migrants would still be needed in great numbers. Even this potential source of labor supply, inconsequential as it may be, is closed to the farmer for two reasons: First, as the director of State Financial Aid Commission has stated, it is frequently impractical to transfer relief clients from the relief rolls to the fields because the heaviest relief loads are in urban centers too distant from the farms; second, those who are competent to work in the potato harvest prefer the greater regularity and steadiness of Work Projects Administration employment and the higher earnings which they make or would make on Work Projects Administration as compared with the conditions of work and level of earnings in potatoes. Workers are also reluctant to leave Work Projects Administration for potato harvesting work for fear of losing their Work Projects Administration jobs or for lack of assurance that they will be reinstated without loss of time and money.

That the growers are not unaware of this situation is reflected in their attitude toward the effect of the Work Projects Administration on wages and on general labor efficiency in the local communities. Even if the Work Projects Administration were not currently using most of the unemployed workers in the region, they insist, it has instilled in them unreasonable notions about wages or has otherwise ruined their capacity for efficient farm work. The same operator who expressed himself as seeing no numerical solution to the local labor shortage if Work Projects Administration released all the competent labor for the potato harvest, summarized his views on this effect of Work Projects Administration on labor as follows: "Work Projects Administration pays twice the community rate for one-half of the time. Farms have lost their men to Work Projects Administration. It's no use now to release them as they aren't any good to work on farms today. It takes 10 Work Projects Administration men to do one man's job." It is significant to note that this operator had been using migrant harvest labor for more than 10 years—or at least 5 years before Work Projects Administration came on the scene. Other farmers who held similar views of Work Projects Administration were found to have employed migrants for an average of 9 years. Those, therefore, who hold Work Projects Administration to strict accountability for the dearth of local potato pickers are probably more resentful of Work Projects Administration because of its effect in raising prevailing wages than in directly causing of the labor shortage.

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[17] Ibid., p. 91

[18] Recently, the Municipal Aid Conferences have endeavored to determine to what extent persons on local relief rolls may be used to supply a part of the demand during the peak for agricultural labor, but since the results of these surveys have not been divulged as yet, it is not known whether or not such a course would be feasible. Cf. General Information Furnished to the House of Representatives Special Committee Investigating the Interstate Migration of Destitute Citizens With Reference to Public Hearings To Be Held in City of New York, July 29–31, 1940, Relating to the New Jersey Conference of State Departments on Migratory Labor (mimeographed), p. 13.

According to the farmers, the major requirement for workers in potatoes is the ability to stand hard work and heat and the special condition of such employment which workers must be willing to accept is to work at any hour of the day when needed, for the wages offered. The majority of the operators believe that local workers, especially white persons, do not meet the physical requirements, and most of the local workers refuse to accept the conditions of employment. It is this mutual rejection of men and jobs which primarily sets the stage for the appearance of Negro migratory workers in this region.

Negro migrants accept the conditions of employment in the potato harvest rejected by most of the available local working population. The former work at high speed or stand-by, as market and weather conditions determine accepting the work or inactivity with little or no complaint. Frequently buyers' trucks call at the farm in the late hours of the night or early hours of the morning to pick up sacked potatoes. The Negro migrant, sleeping on the premises, is reading available to pitch in with the loading. In the eyes of the employer, the Negro migrant is the most accommodating of workers, and his immediate availability is a tremendous advantage which cannot be achieved with local workers who usually do not reside on the farm. One operator, referring to the migrants, summarized this favoring circumstance as follows: "You've got 'em right on your place; you don't have to go runnin' and lookin' for help."

The availability for and willingness to work at a moment's notice is a factor which weighs heavily in the general preference of New Jersey potato farmers for southern Negro help. Practically all of the potato migrants in the area are quartered on or nearby the farms on which they are employed. Almost three out of four farmers who were interviewed preferred Negro migrants for various reasons, but 60 percent of them preferred these laborers chiefly because they were willing to live on the farm and hold themselves in readiness to work at any time of the day and even of the night.

Other growers stated that their preference for the southern Negroes was governed primarily by the superior skill and stamina of these workers. They were "the experts" in potato work was the way one of the large growers described them. This, of course, has a solid foundation in fact. These Negro migrants frequently follow the potato seasons from Florida or the Carolinas northward to New Jersey. They have undoubtedly acquired the skill, experience, and speed which the majority of the local workers cannot match. A few of the operators stated that they were using migrants because they were able to get them to work for less than the local hands would accept. In one operator's opinion, intensive cultivation of potatoes involved greater expenditure per unit of operation than in former years, and stated "we got to cut costs somewhere." Only about 10 percent of the operators interviewed stated they used the Negro migrants chiefly because no help was available.

The Farm Security Administration findings recited above respecting the reasons for using Negro migrants roughly approximate those of the survey conducted by the New Jersey Conference of State Departments on Migratory Labor. Out of a total of about 360 responses to the conference questionnaire "Reasons for Using Migratory Negro Labor", about 25 percent were to the effect that "local help is not available," another 20 percent stated that local labor does not meet the conditions of employment, will not work for prevailing wages and is generally unsatisfactory partly because of the influence of the Work Projects Administration, and 50 percent declared that Negro migrants were the most satisfactory laborers for potato work because they were "always available and dependable," "willing to work at all hours," and the "only labor available to do type of work required." The balance of the replies were not specific to indicate a preference for this type of labor except that it had become a habit to employ it.[19]

It is an inescapable conclusion, based on the showing of both the Farm Security Administration and the New Jersey Conference surveys, that under the prevailing organization of the potato economy conducted in the central Jersey region the employment of non-resident migratory labor is an economic necessity. Potatoes can be planted, cultivated, dug, and party graded by machine, but it takes manual labor to pick them up after the digging machine exposes them, to control the grading and to sack and haul them. In the last analysis these finishing operations largely determine the monetary returns of the farmer and it is at these points that the labor problem impinges upon the potato economy.

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[19] Interstate Migration, op. cit., p. 88.

4. A REVIEW OF THE FARM LABOR SUPPLY IN SOUTHERN NEW JERSEY

There is basis for reasonable doubt that the appreciably large numbers of migratory workers employed seasonally on farms and in canneries in southern New Jersey are genuinely needed today. For in this comparatively large agricultural area are found residing several thousand white and Negro families mostly dependent upon precisely this type of work. There are strong possibilities that the migrants may be providing that additional weight of numbers sufficient to depress wages and other conditions of employment, if they are not completely impairing the employment opportunities of a sizeable segment of the local working population which at present is already underemployed and economically underprivileged.

In the early stages of the transformation from small-scale general farming to commercialized and specialty farming in south Jersey, it is possible that a genuine labor shortage may have existed. Since that time, however, many migrants, especially Negroes from the South but also Italian families from nearby large cities, had come to this part of the State and had settled down permanently, constituting now a substantial part of the local rural farm labor population. Moreover, many former small operators, both tenants and owners, have been pushed down the agricultural tenure ladder and today derive all of their cash income either from seasonal day work on farms during the harvesting period, from work in the canneries, or from odd jobs in the surrounding towns during the off-season. The majority of these seasonal farm and cannery workers reside either in the open country, in small crossroad unincorporated villages, or in the poorer sections of the towns and small cities of southern New Jersey.

Fewer numbers of farm-labor families live in dwellings located on the farm, usually pay no cash rent, receive limited perquisites such as garden privileges and poultry facilities and in return for these privileges offer the farm operator a priority on their labor. They are attached to the farm and enjoy at least a quasi-tenure status as permanent employees. During the crop season they usually work by the day or on a piece-work basis either for the farm operator, who provides the dwelling and other perquisites, or for some other farmers when conditions permit. During the off-season they seek employment in odd jobs on the farm or in the industries located in nearby towns. A comparatively small proportion of these farm laborers is of the "hired man" variety with the usual economic and social relationship characteristic of this type of status. Such workers are found on the more general and diversified type of medium-sized farms where conditions favor year-round employment.

The ranks of these resident wage workers are augmented by the hundreds of small marginal farm operators renting or owning small truck and fruit farms of 10 to 40 acres in size and who are compelled to supplement the small income derived from their own farms from work at day labor on larger farms nearby.

This local labor supply, if properly organized by the public employment service and tapped through this channel by the local farm operators, could probably be made to more adequately meet the seasonal labor requirements of this area. To a considerable degree, the use of migratory workers in south Jersey is but a reflection of the disorganization of the labor market, as it is also a vestige of past hiring practices when a shortage of local labor may have been acute. There is sufficient evidence to indicate that the continued use of Italian migrants, particularly, is a result of the operations of the "padrone" or labor contractor who has a vested interest in perpetuating these hiring practices. While a rationalization of the farm-labor market may not obviate the use of all migratory workers in the near future, it would undoubtedly reduce their influx into south Jersey to a minimum.

5. FARM LABOR CONTRACTING

(*a*) *Central Jersey potato region.*—Surveys of both the Farm Security Administration and of the New Jersey Conference of State Departments on Migratory Labor reveal that the use of the labor contractor in the central Jersey potato region is widely prevalent. Of the 44 operators who were interviewed by the Farm Security Administration at the height of the potato season in 1940, 26 farmers or almost 60 percent, stated that they employed a labor contractor either for purposes of recruiting labor or for supervising the work, or for both. Whatever his major function, however, the labor contractor acted also as a tansportation agent "corralling" the workers at one or more points along the

South Atlantic seaboard, and, for the most part, returning them after the season. Two of the contractors supplied the labor from Trenton and hauled the workers to and from work each day, the other 24 recruited and transported the workers into New Jersey from out of the State.

The 476 Negro migrants who were under the immediate control and supervision of these labor contractors represented 63 percent of the total number of southern Negroes employed on the 40 farms which used this type of labor exclusively. Thus, 60 percent of the farmers and 63 percent of the workers relied either in whole or in part on labor contractors for the work involved in the potato harvest in central Jersey in 1940. These figures approximate the finding of the New Jersey Conference of State Departments on Migratory Labor which indicated that of the 323 farmers who employed migratory labor in 1939, 50 percent had obtained these workers either directly through a labor contractor or through an arrangement which invariably involved the use of a gang boss or leader of a group of workers.[20] The laborers obtained in this manner represented 64 percent of the over 4,000 migrants employed by the commercial potato farmers in this region that year. The rest found jobs by applying for work directly to the farmer. Among these were "floaters" hired on the spot or previously employed workers who made arrangements to return the following year.

Growers who have 50 or more acres in potatoes definitely favor the labor contract system primarily because its adoption relieves them of all or part of the labor problem associated with the harvest. The shortage of local labor for harvesting operations is by far the major phase of this problem with which they are confronted. The utilization of southern Negro labor is today its temporary solution, the success of which may be attributed largely to the labor contractor. The latter is the intermediary agent between the farmers who represent the demand factor and the workers who constitute the potential supply. While a few growers find time and opportunity during the off-season to recruit personally these workers in the States south of New Jersey, the majority of these must rely on the labor contractor, the professional recruiting agent.

The labor contractor performs two other tasks, both of which are essential for the most efficient employment of this type of migratory labor. By supplying transportation to these workers he is able to convert a potential labor supply into an actual one, and by supervising their work he insures maximum performance both in the field and in the barn where grading and sacking operations are conducted. In addition, he frequently keeps records of each worker's production and hours of work as well as distributing wages, preserving work morale, and settling grievances. In many cases he also acts as a disciplinarian. The grower's role in labor relations is frequently reduced to giving general instructions and paying off the contractor. As one operator expressed it: "We pay only for the finished product; the contractor has all the trouble with the help."

Two methods of labor contracting are open to the farmer. He may contract for the laborers themselves, in which case a labor contractor is ordered to bring a specified number of workers; or he may contract for the harvesting of the crop, in which case the number of workers brought by the contractor is of no concern to the farmer so long as the work is accomplished. In any case, the operator's sole financial obligation is to his contractor. The contract or agreement usually calls for the performance of work involving picking up the potatoes after they are dug up to the surface of the ground and depositing them into sacks or baskets, hauling from the field to the grading barn, and grading, sacking, and loading the graded sacks on a truck ready for the market. Payment for this work is usually on a per 100-pound graded sack basis and is made by the farmer directly to the contractor.[21] The contractor in turn agrees to pay the worker a portion of this rate for picking and loading plus an hourly rate for grading and bagging.

Of the 26 farm operators who were interviewed and who employed labor contractors in 1940, 20 or about 75 percent, reported they paid their contractors between 7 and 8 cents per 100 pound graded sack of potatoes.[22] The wage rate that contractors paid workers was difficult to ascertain, but what information was obtained leads to the conclusion that the worker's rate for picking up 100 pounds of potatoes averaged about 3½ cents, and for grading, bagging, and loading an additional 25 cents an hour or, on the average, about 4½ to 5½ cents for the complete operation.[23] This would indicate an average differential of about 2½ cents between the rate paid by the farmer to the contractor and that received by the worker from the labor contractor—or a margin of profit for the latter of between 25 and 35 percent.

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[20] The cases in which the farmer made "his own arrangement" to recruit southern Negro labor involved correspondence with certain groups which year after year came back to work in his farm or with whom he had a "standing arrangement." Cf., Interstate Migration, Hearings Before the Select Committee to Investigate the Interstate Migration of Destitute Citizens, H. Res. 63 and 491, 76th Cong., 3d sess., pt. I, New York City hearings, July 29–31, 1940, p. 88.

[21] Other arrangements also prevail: Rates for picking and grading are sometimes paid by the farmer directly to the worker, and may be based on a bushel basket of 50 pounds or on a ⅝-bushel basket of about 35 pounds. Rates for grading are paid always on an hourly basis.

Apparently the grower encounters little difficulty in locating prospective contractors. Enterprising pickers or graders who have worked a season or two under a contractor and have observed the privileges and profits derived from labor contracting often become contractors themselves. Once a contractor has proved to be reliable, he is frequently retained by the grower year after year. Several of the growers interviewed stated they have had the same contractor from 5 to 7 years.

Most growers keep in touch with their contractors during the off season mostly through correspondence but sometimes by personal visits. The contractor, being the seeker of employment for his crew and desiring to be sure of his job, writes the more frequently, but the operator usually responds in early summer advising the contractor of the approximate date he wishes the crew to be on hand. A comparatively few operators instruct the contractor as to the actual number and type of workers to bring.

The contractors, as the large majority of the other migrant workers, are Negroes from Florida, Georgia, North and South Carolina, and Virginia. Some of them are professional contractors with regular contracting routes operating from Hastings, Fla., or from Meggett, S. C., up the Atlantic seaboard. Others restrict their activities only to the potato area in New Jersey. Crews are assembled by the contractor either from among friends and relatives at home, workers solicited along the route or from among those found in New Jersey after arrival. One or all of these methods may be used to build up a crew. Some contractors bring the same workers each year or as many as will come again, while others deliberately select an entirely different crew each year. A number of labor contractors own and operate their own trucks in which the workers are transported, others arrange for labor haulers to transport their crews, while still others arrange to meet their workers on location in New Jersey. Whatever the transportation arrangements are, the worker usually pays the charges both ways. In only a few cases, it was found, does the farm operator advance transportation costs to the contractor; when he does, the amount is fully deducted later from wages.

Growers, as a rule, wait until the beginning of the harvest before announcing the rate of payment. A number of the farmers interviewed stated that they had agreed with the contractor to continue the same rate in 1940 they paid in 1939, but the majority of the contractors do not learn the rate until they arrive at the farms. The rate paid to the contractor in the past few years has not varied much so that he knows, within certain limits, what to expect. Nevertheless, the uncertainty of the specific rate he himself will receive prevents him from stipulating, before the start of the journey, the precise rate of wages he will pay his workers.

While the labor contract system is almost universally embraced by the operators, it is accepted by the workers grudgingly, for it is capable of operating to their disadvantage. That public officials are aware of the evils of the labor-contract system is evident by the following appraisal of it by the New Jersey State deputy commissioner of labor:

"The many injustices, potential and existing, that are and can be suffered by the workers at the hands of unscrupulous contractors dictate the removal of this system in favor of placement by existing State employment agencies, whose facilities could be readily extended to perform this desirable service."[24]

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[22] One operator reported paying the contractor 6 cents a 100-pound sack for picking and hauling and 25 cents an hour for grading; another reported paying his workers directly at a rate of 3 cents for 2 ⅝-bushel baskets (or about 70 pounds) for picking and 25 cents an hour for grading. The others either gave no information or were not certain of the arrangement.

[23] Typical arrangements were as follows: Contractor received 8 cents for graded sack of 100 pounds; workers, 6 cents for complete operation. Contractor received 6 cents for graded sack of 100 pounds; workers, 5 cents for complete operation. Contractor received 4½ cents for graded sack of 100 pounds; workers, 3 cents for complete operation. Contractor received 8 cents for graded sack of 100 pounds; workers, 3½ cents for picking and 25 cents an hour for grading. Contractor received 7¼ cents for graded sack of 100 pounds; workers, 3¼ cents for picking and 25 cents an hour for grading. Contractor received 8 cents for graded sack of 100 pounds; workers, 3½ cents for picking and 20 cents an hour for grading.

The potato laborers have little or no voice in determining the wage rate and the margin spread between the employer's price and the contractor's rate. In comparison to the risks the labor contractor assumes and the services he offers, his margin of profit is exhorbitant. In any event, whatever the margin of profit it is made at the expense of the worker more than at the expense of the operator. Were the contractor eliminated from the picture the earnings of the workers would be increased appreciably—possibly by 25 percent.

(*b*) *South Jersey.*—More than half of the migratory workers of Italian descent who work on south Jersey farms during the harvesting season are recruited by labor contractors or "padrones."[25] The others find work there through their own efforts, through friends and relatives, or are recruited directly by farmers themselves who, during the winter, go to the cities of Philadelphia, Camden or Trenton seeking farm workers. First-year workers who are not familiar with south Jersey naturally depend more upon labor agents for farm employment than do those who have had several years' experience in the work. Agents recruiting labor for south Jersey farmers are of two general types—(*a*) the resident farm foreman and (*b*) the resident or nonresident "padrone." Both of these agents are themselves frequently Italians or of Italian descent.

The first type usually resides the year-round on a farm in New Jersey and recruits seasonal laborers only for the farmer for whom he is employed as a foreman. In the winter this foreman-recruiting agent makes one or several trips to Philadelphia or Camden or to any other comparatively large city where in the past he may have resided and selects, either directly or through friends, families for the coming season in south Jersey. Just prior to the opening of the harvesting season, he takes the farmer's truck and transports the families from their homes to the farm. Most of these agents not only supervise the work of these families but frequently keep records of hours worked and wages earned as well as engaging in the harvesting work themselves.

The second type of agent, the "padrone," is a professional labor contractor and is the major supplier of Italian farm labor for the south Jersey harvest. Some of them live in the small towns and cities located in the farming regions of south Jersey and draw their clientele from these centers, as well as from Philadelphia, Chester, Camden, and Trenton. Others live mainly in Philadelphia, many of them having trucking businesses, and draw most of their labor from the Italian working districts of South Philadelphia. The "padrones" furnish labor for either a single large grower or for several small farmers. Their object is to have a mobile supply of labor willing and ready to go when and where needed. They not only recruit workers but have general supervision of the work in the fields, often employing straw bosses for this purpose. Besides furnishing transportation to and from the farms, they also carry workers from farm to farm at the expiration of a contract, and in some instances operate commissaries. In recent years the "padrones" have assumed the role of arbiters in cases of dispute and disagreement between farm operators and workers.

Transportation charges are paid by the farmer to the contractor supplying transportation on a per capita basis. Wages are usually paid by the farmer directly to the workers, but in some instances bulk payments are made to the "padrone," who, after subtracting his fees, pays the wages to the worker. It has been reported, also, "that frequently the padrones make advances to workers during the winter season while they are living in the city with the understanding that they will join his gangs for work on farms during the summer."[26]

There is no question but that employers favor the "padrone" system of labor contracting because they feel it assures them of an adequate labor supply at a time when it is highly important to harvest and move crops quickly. Moreover, it shifts many of the labor-supervisory problems from the shoulders of the operator to those of the "padrone." The latter, in turn, reaps a profit from the system. Examined from a broad social viewpoint and from the immediate interests of the workers themselves, however, the system is uneconomical and undesirable. Its operation, in some cases, leads to an influx of outside labor into communities where there is already much unemployment and underemployment among the local working population.

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[24] Testimony of C. George Krueger, deputy commissioner, New Jersey Department of Labor, Hearings Before the Select Committee to Investigate the Interstate Migration of Destitute Citizens, New York City Hearings, July 29–31, 1940, p. 71.

[25] National Child Labor Committee, A Summer in the Country, March 1939, p. 10.

[26] Nelson Cruikshank, Notes on Agricultural Labor in Southern New Jersey Based on Reconnaissance Trip to Area, September 19–24, 1938, pp. 12–13 (unpublished report of the Farm Security Administration).

Being unsupervised and unregulated by the State, there is no way to hold the "padrones" responsible for the promises they make regarding wages, amount of work, housing, or living conditions. It has been observed that "by their manipulation of the labor supply they can, to a very great extent, determine how much individual families earn. By withholding information concerning the amount of earnings, or by reporting them as higher than they actually are, they may influence the amount of relief granted to a needy family, or delay its approval." [27] Because these labor-contracting agents have acquired a vested interest in the institution they are largely responsible for perpetuating the use of Italian migrant labor in southern New Jersey.

Mr. Abbott. As exhibit 24, I wish to submit a statement prepared by the Division of Defense Housing Coordination in the Executive Office of the President.

(The statement referred to above is as follows:)

Exhibit 24.—Statement by the Division of Defense Housing Coordination, Executive Office of the President

Defense activities in New Jersey are concentrated in 10 areas. By far the most important area is northern New Jersey. This New Jersey sector of the New York City metropolitan district includes the cities of Newark, Elizabeth, Jersey City, Paterson, Passaic, and New Brunswick, as well as other cities and towns. Other defense areas are Dover, Camden (Philadelphia, Pa., locality), Phillipsburg (Allentown, Pa., locality), Cape May, Camp Dix, Lakehurst, Long Branch, Sandy Hook, and Pedricktown (Wilmington, Del., locality). The Coordinator of Defense Housing has obtained as much information as is available with regard to the following factors:

1. Amount and type of prospective additions to the labor force.
2. The supply of suitable labor already resident in the area.
3. In the case of Army and Navy establishments the War or Navy Departments have provided information on the number of enlisted personnel who will be brought into the area and who will require dwellings for their families.
4. The supply of vacant dwellings.
5. The ability of private enterprise to provide dwellings.

NORTHERN NEW JERSEY AREA

In the most recent housing program for the northern New Jersey area, the Coordinator of Defense Housing has recommended that 6,750 additional dwelling units be built to accommodate the families of defense workers. Of these 6,750 permanent dwellings, the Coordinator has recommended that 5,000 be provided by private enterprise, at rentals from $35 to $45 per month. This recommendation for private construction was not considered adequate for the entire needs but rather as tentative until a complete program for the entire area could be developed. Such a program is under development at the present time. The financing provisions of title VI of the National Housing Act are available in this area and will assist private builders in their effort to meet a large part of the defense housing needs in the area. The remaining 1,750 units, to be constructed by the Federal Works Agency are tentatively scheduled to rent for $25 to $35 per month. It has been recommended that 700 of these units be located in Clark township, Union County, to provide primarily, but not exclusively, for those defense workers employed by the Federal Shipbuilding Co. at Kearny; an additional 300 units were recommended for location at Newark to serve the workers of the same company; 200 units were recommended for Clifton; and 300 for East Paterson to serve defense workers employed in the aircraft industries of the Paterson-Passaic area; 250 units were recommended to be constructed at Caldwell to provide particularly for the employees of the Wright Aeronautical Corporation.

The defense activities which make this program of housing in the northern New Jersey area necessary consist of about $1,000,000,000 of prime contracts in the airplane, munitions, shipbuilding, and other industries.

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[27] National Child Labor Committee, op. cit., p. 36.

According to a report prepared by the bureau of employment security on March 19, 1941, 104,000 additional workers will be needed in the northern New Jersey area during 1941. Of these, 58,000 will be employed directly in defense manufacturing. This estimate does not take into account the fanning out of subcontracts to medium- and small-sized employers in the area; because information is not yet available on this subject. Nor does it take into account the employment of an undetermined number of workers during 1942 on a new super drydock for the Navy Department. In order to provide for the two latter causes of increased in-migration, it will be necessary to make a further survey in the near future as conditions become clearer.

In order to meet the increased demands during 1941 there is available in northern New Jersey a supply of unemployed workers, many of whom are registered with the United States Employment Service. Computations based on the materials available indicate that while it will be possible to meet all the demands for women workers, the supply of men will fall short of the demand by about 30,000. During 1941 the shortages will be most acute in the Newark-Elizabeth, and Paterson-Passaic sectors of the northern New Jersey area. Assuming that half the in-migrant workers will be married, there is an indicated need for 15,000 family dwelling units for incoming defense workers in 1941. An increasing volume of defense business is being allocated to the area, and the probable in-migration and housing need for 1942 will be estimated as soon as additional labor information becomes available.

In the 3 more important sectors of the northern New Jersey area—namely Newark-Elizabeth, Jersey City, and Paterson-Passic—the April 1940 housing census showed that of the 710,000 dwelling units, 4.4 percent, or 31,000, were vacant and for sale or rent. For the entire area, 33,000 dwelling units were vacant.

GROSS VACANCY OF 2.4 PERCENT

A vacancy survey conducted by the Work Projects Administration in February 1941 indicated that for these same 3 sectors there was a gross vacancy of 2.4 percent or 16,800 dwelling units. Of these, about 12,500 were for rent. Adjusting this figure for the sectors in the northern New Jersey areas not surveyed by the Work Projects Administration, we find a rental vacancy of 13,500 dwelling units. In the cities covered by the Work Projects Administration survey median rentals of vacant units ranged from $20 per month in Harrison to $50 in Orange and East Orange. In Newark, the largest city in New Jersey, the median monthly rental of vacant units was $42. In addition to the vacant dwelling units, about 8,000 rooms were for rent in occupied dwellings covered by the survey. Whether this number of rooms can be increased sufficiently to meet the entire need of single workers migrating into the area is not yet certain.

Local homes registration offices are being set up in all cities where the defense housing problem requires attention, and such offices will be set up in the northern New Jersey area as the need and local interest indicate. One such office is already operating in Newark.

A special study of rents in defense areas conducted by the Bureau of Labor Statistics indicates comparatively few rent advances in the northern New Jersey area from October 1939 to November 1940, with the exception of Elizabeth. In that city 22.7 percent of the renters paid an increase in their rent during the period. The average increase paid by them was 9 percent of their previous rent. When the increase is averaged over the rent of all tenants, it amounts to an increase of 1.5 percent. In Newark, 6 percent of the white tenants paid an average increase of 7.6 percent in their rent. This amounted to 0.3 percent increase on the total rent bill of Newark's white tenants; 7 percent of the Negro tenants paid an average increase of 8.7 percent in their rent during the period. This amounted to a 0.6 percent increase in the rent of all rented Negro dwellings in Newark. Similarly in Jersey City 7.3 percent of the tenants paid an average increase of 6.4 percent in their rent. However, this amounted to only a 0.3 percent increase in the total rent bill for Jersey City.

INCREASE OF .4 PERCENT IN KEARNY RENTS

In Kearny 6 percent of the tenants paid an average increase of 7.6 percent in their rent; and this amounted to a 0.4 percent increase in the total rent bill of Kearny. In each of these cities rent increases were more frequent for homes renting under $40 than for those above $40. Rents increased most rapidly and most frequently in the period from June 1940, to November 1940, except in Newark. A subsequent study conducted by the Bureau of Labor Statistics indicates that there were comparatively few rent advances. in the northern New Jersey area from November 15, 1940, to January 15, 1941. The highest increase in rents was 0.5 percent in Elizabeth. In Newark, Jersey City, Paterson, and Kearny the increase was less than 0.1 percent; these percentages represent the ratio of rent increases to the total amount of rent previously paid for all rented dwelling units, including those on which rents were not raised. They are low, because rents were not raised on 99 percent of the dwellings in Newark, Jersey City, Kearny, and Paterson during this period. In Paterson, 3 percent of the renters who had been paying less than $30 per month were required to pay higher rents. They were required to pay an average increase of 10.5 percent in their rent. Less than 1 percent of the renters in the upper brackets of Paterson paid an increase in rent. In Elizabeth, 13 percent of the renters in the less than $30 bracket paid an increase in rent. The average increase amounted to 6 percent of their previous rent. In the $30 to $50 bracket, 8 percent of the renters paid an average increase of 7.8 percent of their previous rent. Rent increases in the over $50 bracket were negligible.

Private enterprise is fairly active in this area, and it is believed that a large number of dwelling units suitable for defense workers can be provided by the end of 1941, especially in view of the assistance which can be given by the Federal Housing Administration and the Federal Home Loan Bank System.

DOVER AREA

In the Dover area, the Picatinny Arsenal and the Hercules Powder Plant provide the major defense need for housing. On May 3, 1941, the War Department certified a need for 300 dwelling units for civilian workers of the arsenal. Upon this request, and similar requests from local civic interests, the Coordinator has recommended the provision of 450 family dwelling units for civilian defense workers in the area; 300 units, with a tentative rental schedule of $20 to $35 per month, are to be built by the Federal Works Agency; and 150 dwelling units to rent from $35 to $50 per month are expected to be built by private enterprise.

Employment in the Picatinny Arsenal totaled about 7,000 at the end of May 1941 and an additional 3,000 workers were expected to be on the pay roll by October 1. The arsenal has already expanded from an employment of less than 1,000 5 years ago to the present level, in excess of 7,000. This expansion has absorbed a large part of the available labor and housing supply. The employees to be hired are obtained through civil service and a large proportion will be drawn from outside the commuting area.

CAMDEN AREA

As a result of over $525,000,000 of prime defense contracts in the Camden area the Coordinator has determined a need for additional housing. Of these contracts, over $475,000,000 are for ship construction and equipment. In the most recent housing program for the Camden area the Coordinator has recommended that 2,000 additional dwelling units be built to accommodate the families of defense workers. Private enterprise is expected to build 1,000 permanent units at rents from $30 to $45 per month. The financing provisions of title VI of the National Housing Act are available in this area and will assist private builders in their effort to meet a large part of the defense housing need. The Coordinator has determined a need for 1,000 dwelling units at Camden to provide housing for civilian employees in defense industry. These are to be constructed by the Federal Works Agency and are tentatively scheduled to rent for $22 to $32 per month.

Labor requirements in the Camden area for the remainder of 1941 are estimated at 25,000 workers. The total demand consists of 16,000 workers needed by defense industries, 7,500 needed by nondefense industries, and 1,500 men to be drafted for selective service. In order to meet this demand there were available 8,300 unemployed men and 5,500 unemployed women in the Camden area at the end of April. The supply of women will be more than adequate to fill the need of industry for about 4,600 female employees. However, of the 6,500 unemployed white men, probably not more than 2,600 will be qualified to meet the requirement for 20,400 additional male employees. It is likely that 2,000 farmers in the surrounding area will seek jobs in Camden and commute to work. In order to satisfy the demand enumerated above, it will be necessary for 11,000 or 12,000 defense workers to migrate into the Camden area. This figure might be reduced as much as 1,000 if there were better utilization of the local labor supply.

The Bureau of Labor Statistics in a special study of rents in the Camden area indicates that from October 1939 to November 1940 rents increased an average of 3 percent on the dwellings of white tenants and 2.6 percent on dwellings of Negro tenants; 18.5 percent of the Negro tenants paid an average rent increase of 14.9 percent on their previous rentals during this period, and 31.5 percent of the white tenants paid an average increase of 10.2 percent on their previous rentals. The remaining tenants continued to pay the same rent as previously. A second study indicates that from November 15, 1940, to January 15, 1941, rents increased an average of 0.4 percent on dwellings occupied by white renters and less than 0.1 percent of those occupied by Negro renters in Camden. Less than 1 percent of the Negro renters, in any rent class, paid an increase in their rents. Of the white renters in the less than $30 per month bracket, 6 percent paid an average increase of 10 percent on their previous rent. Of those in the $30 to $50 bracket, 5 percent paid an average increase of 8.3 percent in their rent. Of those in the over $50 bracket, 10 percent paid an average rent increase of 5 percent. A third study summarizes the rent changes in the Camden area for the 18 months' period from October 1939 to April 1941. During this period 43 percent of the white tenants paid an average rent increase of 12 percent; and 16 percent of the Negro tenants paid an average rent increase of 16.8 percent. Rents were raised more sharply in the lower rent brackets. Of the Negro tenants paying less than $15 a month, 19 percent paid an average increase of 19.6 percent; while 15 percent of those in the $15 to $20 bracket paid an increase of 14.3 percent. Of the white tenants paying less than $20 per month, 40 percent paid an average rent increase of 26.5 percent; the increase in rent is less in each succeeding bracket, and in the rent class over $40, 14 percent of the tenants paid an average rent increase of only 6.1 percent.

PHILLIPSBURG AREA

Similarly at Phillipsburg, which is in the Allentown, Pa., locality, it has been determined that civilian employees in private industry will need additional dwellings, of which the Government will furnish about 250 units. These are tentatively scheduled to rent for $20 to $35 per month and will be constructed by the Public Buildings Administration. The financing provisions of title VI of the National Housing Act are available in this area and will assist private builders in their effort to meet a large part of the defense housing need.

PEDRICKTOWN AREA

At Pedricktown, which is in the Wilmington, Del., locality, the Army Ordnance Plant provides the major defense need for housing. On December 23, 1940, the War Department certified a need for 100 family dwelling units to house civilian employees of this establishment. Upon receipt of this request the Coordinator recommended that 100 units be constructed at Pedricktown; these are now being constructed by the Public Buildings Administration. They are tentatively scheduled to rent for $21 to $45 per month. The financing provisions of title VI of the National Housing Act are available in this area and will assist private builders in their effort to meet a large part of the defense housing need.

OTHER AREAS

In a number of areas, the Coordinator, upon the recommendation of the War Department or Navy Department, has programmed the construction of defense housing to provide accommodations for civilian and enlisted personnel of military establishments. At the Fort Dix camp 100 dwelling units have been erected for enlisted personnel. At the Fort Monmouth Army post, north of Long Branch, 265 demountable dwelling units are under construction for enlisted and civilian personnel. At the Cape May Naval Air Station 50 dwelling units are to be constructed by the Navy for enlisted personnel. Conditions at Sandy Hook (Fort Hancock), Trenton, Manasquan, Salem (Fort Mott), and Sea Girt are under observation. If conditions should warrant, defense housing would be programmed.

In each of the areas discussed above, as elsewhere throughout the country, the defense housing program is necessarily flexible and subject to change in accordance with changes in the nature and direction of the defense program as a whole. Further expansion of defense industry beyond that now anticipated, however, or more rapid exhaustion of resident labor supplies than is believed likely, would necessitate revision of the housing program. This is particularly true in the New Jersey cities where the complexity of the industrial organization and residential areas makes the labor and housing analysis very difficult. Several sectors of the northern New Jersey area are being restudied at the present time and a résumé of the labor situation is now under way in Camden. Preliminary reports indicate that earlier estimates of migration into the Camden area may have been too low. Continuing reinvestigation of these areas is therefore regularly carried on, so that changes in the local housing requirements may be met by corresponding changes in the programs for defense housing.

Mr. Abbott. As exhibit 25, I offer the text of a letter on the subject of race discrimination in defense industries, sent to all companies holding defense contracts by Mr. Sidney Hillman, Associate Director General of the Office of Production Management.

(Text of the letter referred to above is as follows:)

Exhibit 25.—Office of Production Management Letter on Race Discrimination in Defense Industries

(Released April 11, 1941)

To All Holders of Defense Contracts:

Pursuant to the decision of the Office of Production Management, I wish to advise you as follows:

Current reports on labor market developments indicate skilled labor stringency in a number of fields vital to defense production. This threatens to become more general within the next 3 months. Artificial factors, however, are tending to aggravate this increasingly serious situation. In some of these occupations, we are informed, there are good workers available who are not being hired solely because of their racial identity.

The Office of Production Management expects defense contractors to utilize all available local labor resources before resorting to the recruiting of additional labor from outside their local areas. Our programs of training and labor clearance are being established in accordance with such a policy. In many sections of the Nation there are today available labor reserves of Negro workers. Plans for their training and employment in capacities commensurate with their individual skills and aptitudes should be undertaken at once.

In many localities, qualified and available Negro workers are either being restricted to unskilled jobs, or barred from defense employment entirely. Because of this situation, Negro workers of skills and aptitudes are, in many instances, not being included in many of the training programs for defense. Such practices are extremely wasteful of our human resources and prevent a total effort for national defense. They result in unnecessary migration of labor, in high rates of labor turn-over, and they increase our present and future housing needs and social problems for defense workers.

All holders of defense contracts are urged to examine their employment and training policies at once to determine whether or not these policies make ample provision for the full utilization of available and competent Negro workers. Every available source of labor capable of producing defense materials must be tapped in the present emergency.

Yours very truly,

Sidney Hillman,
Associate Director General, Office of Production Management.

Mr. Abbott. As exhibit 26, I offer a report by Mr. Fred O. Veit, treasurer of the Federal Ship Office Employees' Credit Union, showing loans made by that organization.

(The report referred to above is as follows:)

EXHIBIT 26.—LOANS BY FEDERAL SHIP OFFICE EMPLOYEES CREDIT UNION [1]

REPORT BY FRED O. VEIT, TREASURER FEDERAL CREDIT UNION, KEARNY, N. J.

	Loans	Number of loans	Average	New accounts
1939				
June	$3,126.66	28	Loans from $50 to $1,200	5
July	3,163.50	27		6
August	2,943.50	23		2
September	2,599.00	22		11
October	4,881.54	25		8
November	4,077.14	26		10
December	6,617.40	40		13
1940				
January	2,588.00	17		17
February	3,413.76	20		8
March	2,576.00	26		8
April	8,219.78	31		7
May	4,096.98	16		6
	48,303.26	301	160.47	101
June	3,341.50	20		8
July	4,473.00	27		9
August	3,983.15	28		7
September	3,625.50	26		7
October	4,135.00	21		13
November	3,749.50	19		7
December	5,425.79	31		12
1941				
January	4,446.97	17		19
February	5,292.36	23		16
March	7,102.00	30		20
April	6,726.44	34		20
May	6,587.63	35		10
	58,888.84	311	189.35	148

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[1] Loans of $200 and less are for a period of 1 year or less, and loans of over $200 are generally for a period of 2 years.

Mr. ABBOTT. As exhibit 28 I offer a report by Mr. E. E. Agger, of the New Jersey State Housing Authority, on a study of housing for migratory labor, with a view to establishing camps.

(The report referred to above is as follows:)

EXHIBIT 27.—CAMPS FOR MIGRANT FARM LABOR

REPORT B. E. E. AGGER, STATE HOUSING AUTHORITY REPRESENTATIVE ON CONFERENCE OF STATE DEPARTMENTS ON MIGRANT LABOR, TRENTON, N. J.

Through one of its members, designated for the purpose, the State housing authority has been cooperating with the Farm Security Administration of the United States Department of Agriculture in the study of the housing of migrant labor. The Farm Security Administration has had considerable experience in this field in other States. The result of this experience has been such that the Administrator of the Farm Security Administration believes that, with special adaptations to meet the local situation a small experimental migrant camp of the kind successfully provided in other areas would be well worth trying in New Jersey. The State Housing Authority has pledged its help to the Farm Security Administration in the establishment and conduct of such an experimental camp.

Owing to the objections of some local growers, who anticipated objections which experience elsewhere has completely disproven, the establishment of the camp for this season was not undertaken. It is hoped and believed, however, that with better understanding of the purposes of the camp and with reasonable cooperation on the part of the people of the State an experimental migrant-labor camp can be made available for next year.

In the field of defense housing where migrant, as well as other labor, is involved the State housing authority is cooperating wholeheartedly with the defense authorities. Commissioner Vanderlipp, of the State housing authority, is the chairman of the committee on housing of the New Jersey Defense Counsel, and the staff of the State housing authority has been put at Commissioner Vanderlipp's disposal for whatever aid might be rendered in defense housing work.

Mr. ABBOTT. That is all, Mr. Chairman.

The CHAIRMAN. If there is nothing further, Mr. Reporter, the record will remain open until those interested in sending additional material to the committee have had an opportunity to do so.

(The following exhibits were received subsequent to the hearing, and were entered in the record in accordance with instructions of the chairman:)

EXHIBIT 28-A.—INDUSTRIAL ACTIVITY AND THE NEED FOR WORK PROJECTS ADMINISTRATION EMPLOYMENT IN NEW JERSEY, JUNE 1941

REPORT BY FEDERAL WORKS AGENCY, WORK PROJECTS ADMINISTRATION, DIVISION OF RESEARCH

JUNE 30, 1941.

New Jersey heads the list of States in defense expenditures with more than one and six-tenths billion dollars in direct defense contracts through May 1941. Manufacturing employment in the State increased by more than 80 percent between April 1940 and April 1941 and total nonagricultural employment increased 147,000, or 13 percent, during the same period. These gains have been confirmed mainly to the industrial centers, and particularly to the northern New Jersey area and to Camden where shipbuilding and aircraft production predominate. Even within the industrial centers manufacturing employment gains have been spotty, ranging from 6 percent in Jersey City between April 1940 and April 1941, and 15 percent in Trenton to almost 32 percent in Paterson. Furthermore, employment increases in Camden and in the Kearny area have not been as great as popularly expected, because the major defense expenditures in these centers are for shipbuilding which will not reach its peak until the fall of 1942. According to the Bureau of Labor Statistics, of the total man-hours required to complete present contracts, only 30 percent will be needed before January 1942 in the northern New Jersey-New York area, while in Camden only 17 percent will be used by the end of this year. Approximately two-thirds of the total value of defense contracts awarded in New Jersey are for ships.

New Jersey industry is made up chiefly of small and medium-sized plants, particularly in the northern New Jersey area opposite New York. Although many of these smaller plants are working on defense orders, most of them are still engaged in nondefense production. Already the effects of priorities and delays in the delivery of materials have been felt by many of these plants; in some cases even defense plants, such as the Brewster aeronautical plant at Newark, have made temporary lay-offs because of material shortages. Some nondefense plants which use aluminum, nickel, steel, and other products on which priorities have been placed, have already curtailed production and many others anticipate difficulty in maintaining their present schedules if shortages of materials continue. In March 1941, State employment officials estimated that defense plants would add 40,000 workers by the end of the year, of which number 80 percent were to have been hired during the first 6 months. Chiefly because of interruptions to the smooth flow of materials these schedules of hirings have not been maintained, although local employment service officials stated that no exact count of accessions has been made.

At the present time the State employment service estimates that 25,000 additional workers will be needed by defense plants through October 1941, chiefly in shipyards and aircraft factories. Although defense industries will continue to add personnel after this date, it is the consensus of local informed persons that the curtailment of nondefense production on the one hand, and the approach of capacity production in a large number of defense plants on the other, will prevent further increases in total employment, at least in northern New Jersey. Thus, unless the practice of subcontracting becomes more widespread than is at present anticipated total employment may be expected to reach a dead level or to advance at a much slower rate before the end of this year.

Except for certain types of highly skilled workers, the present labor supply is considered adequate for all anticipated needs. On June 1, 1941, there were

190,000 persons registered with the State employment service. This number is estimated to include about 75 percent of the available unemployed. An inventory of the active file in April 1941 showed that 65 percent of the registrants were under 45 years of age, 86 percent were white, and two-thirds were males. A special occupational inventory in northern New Jersey in February 1941 disclosed that almost 40 percent of the applicants were classified as skilled or semiskilled workers.

Employer hiring standards have been rigidly maintained except for some relaxation of the age requirements, particularly for skilled workers. Negroes have great difficulty securing any but the most menial jobs; and certain nationality groups, especially persons of Italian descent are being excluded by manufacturing firms.

There is evidence of some migration of workers to the industrial centers both from within the State and from neighboring States, particularly from the anthracite area in Pennsylvania. No exact information is available regarding the extent of the influx but employment service officials are inclined to believe that the number of migrants is relatively small. They point to the substantial resident labor reserve that has not yet been absorbed as a factor tending to discourage migration.

For the same reason earlier reports of shortages of agricultural labor may be discounted as more anticipatory than real. First reports, during the spring, indicated that the shortages would be felt most heavily in southern New Jersey. However, peak employment for this area has now passed, and the record shows that sufficient labor was available to harvest the crops without serious difficulty. In early June the area of anticipated shortages had moved north to the region where peas, beans, potatoes, and tomatoes will be harvested in late June, July, August, and September. Here also, evidence based on field surveys indicates that sufficient labor will be available to meet anticipated needs.

In New Jersey, general relief is administered directly by the local municipalities; the State acts only as a disbursing agent for State funds and exercises little control over the local relief programs. For this reason relief standards vary considerably from area to area and Work Projects Administration has carried the main burden of meeting the needs of a large part of the employable unemployed. Between April 1940 and April 1941 the general relief caseload dropped 30 percent from 51,552 to 36,103. According to relief officials, the decline in general relief represents largely transfers to Work Projects Administration employment, and only to a lesser degree the improvement in private employment.

Work Projects Administration employment fell from 63,142 to 44,918, or 29 percent, between May 1940 and May 1941, a decline that may be attributed in large part to private employment. In consequence there were significant changes in the composition of the Work Projects Administration load. On May 1, 1941, the average age of Work Projects Administration workers in New Jersey was 47 years compared with 41.5 years in February 1939. Furthermore, Negroes at present constitute 23 percent of the total Work Projects Administration load in contrast with 14 percent in February 1939, while the proportion of females employed by Work Projects Administration has risen during the same period from less than 12 percent to 17 percent. All of these changes are clear evidence of the selective character of employer demands.

At the present time more than 5,000 Work Projects Administration workers in New Jersey are employed on projects certified as important for national defense, and another 7,500 are working on projects locally considered as important to the defense program. On April 9, 1941, the Work Projects Administration defense industries register contained 4,656 names, of which 2,030 were listed as qualified for immediate employment and 2,626 were either consigned to vocational training classes or had been certified for training.

Because of the uneven quality of local relief programs and the strong indications that private employment would reach its peak before the end of the year, local opinion agreed that Work Projects Administration quotas could not be cut further without adding to the amount of unmet need. On April 30, 1941, the number of needy families eligible for Work Projects Administration but not employed was estimated to be more than 40,000. Relief authorities stated that relief budgets, in most cases already fixed for the coming fiscal year on the basis of earlier Work Projects Administration employment figures, were inadequate to carry the additional burdens which will be entailed by the reduced Work Projects Administration employment effective in July.

EXHIBIT 28–B.—INDUSTRIAL ACTIVITY AND THE NEED FOR WORK PROJECTS ADMINISTRATION EMPLOYMENT IN NORTHERN NEW JERSEY, MAY 1941 [1]

REPORT BY FEDERAL WORKS AGENCY, WORK PROJECTS ADMINISTRATION, DIVISION OF RESEARCH, JULY 11, 1941

The northern New Jersey industrial area, including five counties, contains more than 60 percent of the population and two-thirds of the manufacturing employment of the State. Most of the manufacturing establishments are small or medium-sized, and only a small minority have been engaged directly in defense business. Almost half of the $900,000,000 in defense contracts awarded in this area through May 1941 is for ships at Kearny, and much of the remainder is for airplanes and parts at Paterson, Bendix (near Paterson), and Newark.

Because of the concentration of defense orders both by industry and by locality, economic recovery in northern New Jersey has been spotty. During the year ending April 1941, manufacturing employment in Paterson rose almost 32 percent; in Newark, 20 percent; and in Elizabeth, 28 percent; while in Jersey City the gain was only 6 percent. Furthermore, manufacturing employment in Jersey City is still 3 percent below the 1937 average, while in Paterson it is already 40 percent higher than the 1937 level. Paterson's economic revival is based almost entirely on the rapid expansion of employment at the Wright Aeronautical plant; Jersey City, on the other hand, has no large defense industries, and in recent months its nondefense industries have begun to feel the pinch of materials shortages and priorities. Between March and April 1941 manufacturing employment in Jersey City actually declined 3 percent.

Employment prospects during the coming year are uncertain. In March 1941 the State employment service estimated that defense employers in New Jersey would require 40,000 additional workers during the calendar year 1941. Of this number 80 percent were to be hired by July 1. Chiefly because of shortages and delays in the delivery of materials this schedule has not been maintained. A more recent survey by the State employment service indicated that 583 of the most important defense employers in the State, now employing 310,000 persons, will add 25,000 workers before the end of October 1941. About 15,000 of these additional workers will be employed in northern New Jersey.

A number of factors are operating to slow down the rate of reemployment and in some cases even to curtail present employment. Materials shortages caused mainly by the application of priorities have already resulted in lay-offs in many nondefense plants, chiefly small plants which use aluminum, nickel, steel, or other products on which priorities have been placed. Even some defense plants, such as the Brewster aeronautical factory at Newark have been forced to make temporary lay-offs because of delays in the delivery of materials. An increasing number of nondefense plants will be affected if the supply of available materials continues to decline.

The rate of reemployment in defense industries also is expected to slow down. Many large plants have reached or are approaching capacity production. Since local business officials believe that military necessity will prevent the allocation of large additional defense orders in northern New Jersey, little plant expansion is now contemplated. Furthermore, employment in shipbuilding will not reach its peak until the middle of 1942; according to the Bureau of Labor Statistics only 30 percent of the total man-hours of labor needed to complete present ship contracts will be used by the end of this year. Many informed persons agree that the curtailment of nondefense employment soon may offset the continued but more moderate gains in defense employment. Thus, unless the practice of subcontracting becomes more widespread than is now anticipated, total employment may level off before the end of this year.

The present supply of available labor is considered adequate to meet all needs except for certain types of highly skilled workers constantly in demand. In northern New Jersey, in May 1941, the active registrants at the State employment offices numbered about 120,000 (two-thirds of them males), compared with about 175,000 a year ago. The active file was augmented during May and June by the registration of an unusually large number of students. The State employment service reports that some stringencies may develop, particularly in the Paterson and Newark-Elizabeth areas, chiefly because employers are unwilling to hire Negroes, noncitizens, or persons over 40 years of age except skilled craftsmen.

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[1] Includes Bergen, Essex, Hudson, Passaic, and Union Counties.

Furthermore, women are largely unacceptable to employers engaged in defense production, although an attempt is now being made to suspend the law relating to the employment of women at night. There is as yet no evidence of a large influx of women into industry comparable to that of 1917.

An occupational inventory of the State employment service active file on February 1, 1941, showed that of 140,000 registrants in northern New Jersey almost 40 percent were classified as skilled and semiskilled, and another 25 percent as unskilled. The remainder were professional, clerical, and service workers.

There has been some migration into the area, particularly into Paterson, Newark, and Elizabeth. Voluntary migrants have come largely from the anthracite area in Pennsylvania. Skilled workers for the shipyard at Kearny and for other large defense industries are constantly being recruited wherever they may be found. However, the State employment service, after a preliminary survey in March 1941, has tended to minimize the amount of migration that has taken place. More emphasis is placed on the number of workers who are commuting relatively long distances each day; a large proportion of these workers probably would move into the area if adequate housing facilities were available. The relatively large resident labor reserve, estimated at about 160,000 unemployed, has tended to discourage excessive voluntary migration.

In general, employer-hiring standards are being maintained rigidly. Except for skilled workers, the maximum hiring age in most industries is 40 years. Negroes, noncitizens, and certain nationality groups, particularly persons of Italian descent, are not being hired, and in some cases are being dropped from pay rolls and replaced by other workers. The citizenship requirement extends to skilled workers as well as others, and a substantial number of older skilled workers who are noncitizens remain unemployed.

In spite of the rigid hiring standards prevailing in private industry many workers left Work Projects Administration for private employment during the past year. Work Projects Administration employment in the 5 counties dropped from 31,030 in May 1940 to 22,564 in May 1941, a decline of 27 percent. Declines ranged from 40 percent to 50 percent in Bergen, Passaic (Paterson), and Union (Elizabeth) Counties, where private employment has experienced the greatest improvement, to less than 6 percent in Hudson County (Jersey City), where private employment has shown the least improvement.

Employer preferences in hiring are indicated in the changing age composition of workers remaining on Work Projects Administration projects. The average age of all Work Projects Administration workers on May 1, 1941, in Bergen, Passaic, and Union Counties was from 1 to 1.5 years higher than the State average of 47 years. In Essex and Hudson Counties the average age was slightly lower. However, in all of these counties the average age of Work Projects Administration workers ranged from 4 to 8 years higher than in February 1939.

In the State as a whole the proportion of Negroes employed by Work Projects Administration has risen from 14 percent to 23 percent since February 1939. No county figures were available, but it is known that the concentration of Negroes on Work Projects Administration rolls is particularly heavy in northern New Jersey and the problem of restrictions on the employment of Negroes in private industry is more acute in this area than elsewhere in the State.

On June 4, 1941, 208 Work Projects Administration workers were assigned to training courses in northern New Jersey. The great majority were in machine shop and welding classes. Almost 2,500 Work Projects Administration workers in the five counties were included in the Defense Industries Register file on April 9, 1941. Of this number, 265 were assigned to training; about half of the remainder were regarded as qualified for employment in defense industries, and the rest had been selected for training but not yet assigned to courses.

The latest figures available show that in the five counties relief rolls dropped from about 35,000 in April 1940 to 25,000 in April 1941. The decline is in about the same proportion as in the entire State. This decrease represents in large part transfers to Work Projects Administration, and only to a lesser extent increased job opportunities in private industry. Losses to private employment are reflected, however, in the increase in the proportion of single-person cases. Lack of special skills and age limitations have prevented many of these single persons from finding jobs.

Without exception, relief officials in the various municipalities in the area expressed concern over the probable reductions in Work Projects Administration quotas in July. Relief budgets for the next fiscal year have already been established on the basis of earlier Work Projects Administration employment figures; these budgets are from 30 percent to 40 percent below current appropriations. There is general agreement that local relief programs will be unable to meet the increased need resulting from additional cuts in the Work Projects Administration rolls.

With the certainty that employment increases in northern New Jersey in the coming year will be considerably smaller than during the past year, and that a relatively large unemployed labor reserve will remain, it is evident that the demands upon Work Projects Administration will continue to be heavy. Additional reductions in Work Projects Administration employment will serve only to increase the amount of unmet need, even in this heavily industralized defense area.

EXHIBIT 28–C.—INDUSTRIAL ACTIVITY AND THE NEED FOR WORK PROJECTS ADMINISTRATION EMPLOYMENT IN CAMDEN COUNTY, N. J., APRIL 1941

REPORT BY FEDERAL WORKS AGENCY, WORK PROJECTS ADMINISTRATION, DIVISION OF RESEARCH

MAY 13, 1941.

By April 1, over $700,000,000 in direct defense contracts, or more than four times the total product value of manufactures in 1937, had been awarded in Camden County, N. J. Contracts for the construction of naval vessels accounted for well over 80 percent of this amount. The only other significant contracts were for the construction and installation of additional manufacturing and shipbuilding facilities, which amounted to almost $19,000,000, and for radio equipment and supplies, which amounted to over $11,000,000.

Despite this huge volume of defense contracts employment has not increased consistently during the past year. The Bureau of Labor Statistics index of manufacturing employment (1937=100) increased from 106 in February 1940 to a high of 152 in September, at the peak of the vegetable canning season, but decreased to 120 in January 1941. By February 1941, the latest month for which data are available, the figure had risen to 127, or 20 percent above the index for February 1940.

At the end of February the active file of the public employment office in Camden included 15,542 persons, and there was an adequate supply of workers available for current needs in all but a few highly skilled occupations. The shipyard workers' union has on hand applications from over 10,000 youths under 20 years of age who wish to find employment in shipyards after the close of school this spring. There has not as yet been any considerable influx of workers to the Camden area. The workers who have come are mainly construction workers.

While shipbuilding contracts provide for a large amount of industrial expansion, the employment resulting from this expansion will be spread over several years. It is estimated that the peak of the shipbuilding program will not be reached until 1943, and that the ships now contracted for will not all be completed before 1945.

From March 1940 to March 1941 the Work Projects Administration load declined by 38 percent, from 8,154 to 5,024. The Camden County relief load in February 1941 included 2,256 cases, as compared with 4,416 in February 1940.

A survey of the Work Projects Administration certified load in Camden County, in March 1941, indicated that almost one-quarter of the male workers had skilled primary occupations and that slightly more than one-quarter were semiskilled workers. Only one-third were unskilled, while the balance consisted of white collar workers. Of the skilled workers remaining on Work Projects Administration, however, practically none were skilled in occupations for which a demand is reported at present. One-half of the experienced workers had been employed on their longest jobs in private or regular government work for 6 years or more.

The average (median) age of all Work Projects Administration workers was 45 years. In March one-third of the male workers under 45 were Negroes. Local hiring practices in Camden, as elsewhere, restrict opportunities for Negroes. Similarly, since the great majority of defense contracts are for ship construction, there is little or no opportunity for women to obtain defense jobs in Camden County. Yet at present about one-sixth of the Work Projects Administration workers are women.

It is probable that, aside from seasonal employment in agriculture and in the vegetable canning industry this summer and fall, there will not be any great increase in employment in Camden County before the end of 1941 or the early part of 1942. The 5,000 workers remaining on Work Projects Administration will be only gradually absorbed by private industry as the influence of defense activity becomes more general.

Exhibit 29.—Reported Farm Labor Shortage, Southern New Jersey, May 1941

REPORT BY CORRINGTON GILL, ASSISTANT COMMISSIONER, WORK PROJECTS ADMINISTRATION, WASHINGTON, D. C.

In May 1941, newspaper reports implied that farmers in 6 southern counties of New Jersey[1] needed immediately 5,519 additional farm workers, 2,994 of them in Cumberland County. On May 15, the Cumberland County Agricultural Committee, fearing a serious farm labor shortage, passed a resolution asking that all Work Projects Administration projects in the State be shut down so that Work Projects Administration workers might be available for farm employment. Later, it was explained that the resolution was intended to apply only to the Work Projects Administration projects in the agricultural counties of southern New Jersey, where shortages had been reported.

An investigation conducted by the Work Projects Administration Division of Research during the last week of May indicated that no actual shortages existed in the area and that the shortages which were feared locally were not likely to arise. In Cumberland County, where the greatest shortages were anticipated the period of usual peak demand had already been reached and no serious difficulties in securing enough workers had been encountered. By mid-June the area of anticipated shortages had moved north to Burlington and Monmouth Counties where peas, beans, potatoes, and tomatoes will be harvesed in July, August, and September. The figures reported in the newspapers reflected the number of additional jobs expected to open during the season and not the number of additional workers needed at that time. Many workers follow the crops and fill three or more jobs during one season.

Southern New Jersey, one of the most intensely developed areas of truck and fruit farming in the country, is characterized chiefly by large farms. An outstanding example is Cumberland County's incorporated Seabrook Farms which, in addition to its own 12,000 acres, has contracts with other farms in the area to supply its corporate affiliate, the Deerfield Packing Corporation. Important crops of the area are asparagus, strawberries, peas, beans, tomatoes, and potatoes. Harvesting of asparagus continues from about mid-April to mid-June. Strawberries are picked during a 3- to 5-week season beginning during the last week in May. Picking of peas and beans lasts from the end of June to the middle of August, when the tomato and potato crops are ready to be harvested. Onions are topped, peppers picked, and fruit harvested during the time of the tomato and potato harvesting. The season ends with the berry picking in the eastern part of the area.

Peak employment on farms in Cumberland County occurs during the asparagus and strawberry harvest in late May and early June. From this peak the number of workers needed declines about 25 percent by the middle of June. The demand remains near the mid-June level until about the first of September, when it drops precipitously. In other counties in the area peak employment is reached somewhat later than in Cumberland County.

The anticipation of a labor shortage this season was based largely on the fear that workers from other areas would not come to New Jersey in as large numbers this year as in previous years. In 1940 approximately 6,500, or about 25 percent, of the estimated 26,000 employed during the harvest season in southern New Jersey came from outside the locality. About half of these workers were employed in Cumberland County.

It is probable that the total demand for farm workers in New Jersey will be no greater this season than it was last year. In fact, two circumstances have tended to reduce the demand for farm laborers. First, use of farm machinery has been on the increase. According to the local Farm Security Administration, many more agricultural machines have been sold in the area during the past 3 months than during any other similar period. Secondly, Cumberland County's strawberry crop this season was seriously curtailed by drought, though the first crop of the year, asparagus, was as large as last year's. At the Vineland Produce Market auction up to June 1, only one-third of the usual volume of strawberries had been brought in for sale. It is still too early to predict the size of other crops, but since the period when employment is usually at a peak has already passed, it appears almost certain that a shortage of workers will not develop in Cumberland County this season.

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[1] Atlantic, Burlington, Camden, Cumberland, Gloucester, and Salem Counties.

Several factors combined to create the fear that farm-labor shortages would occur in southern New Jersey during May. Most important was the 1940 extension of the New Jersey child-labor law to cover agricultural employment. This law provides that no child under 12 may be employed for wages, and no child under 16 may work without a special permit from the school authorities. It was feared that the migrant farm workers ordinarily recruited from among the Italian families in the Philadelphia-Camden area would not come to southern New Jersey this spring. However, Italian adults did come from Pennsylvania, as in previous years, for the harvesting of asparagus and strawberries.
first crops in southern New Jersey coincided with the harvest season in Virginia and the Eastern Shore of Maryland, and workers from these areas were not available in the usual numbers. However, since the strawberry crop was small, enough pickers were secured without canvassing all possible sources of labor supply.

A third circumstance leading to fears of labor shortages, a circumstance basic to the whole problem of agricultural labor supply, was the continued low level of farm prices and wages. Although farm wages are higher this year than last, they remain below the rates of pay in expanding industrial establishments. Hourly rates for regular farm workers in southern New Jersey range from 20 to 35 cents an hour. The piece rate for picking strawberries was 3 cents a quart, compared with 2½ cents last year. However, since strawberries were sparser than usual and it took longer to fill the box, increases in daily wages were not comparable with the rise in the piece rate. The price situation for the important tomato crop, under the stimulus of heavy Government buying, promises to be somewhat more favorable, thus providing the basis for wage advances in harvesting this crop.

Another factor adding to the general feeling of a threatened shortage was the more rigid enforcement of a law forbidding farm labor contractors to transport workers from other States. Methods of recruiting labor in southern New Jersey in the past have been mainly through personal efforts and through padrones, or agents. The State employment service has been used but sparingly in securing labor. Of 15,527 placements made by the employment service throughout the State during April 1941, only 342 (2.2 percent) were in agricultural pursuits. During the last week in May the first attempt at interstate clearance of workers was made. In a memorandum sent to the local offices in Bridgeton and Millville, Cumberland County, it was stated that 1,500 workers from Pennsylvania might be available for agricultural work.

Some success has been achieved so far this year in the efforts of the New Jersey State Employment Service to encourage farmers to make use of the public-employment offices. However, it is of interest that the manager and secretary of the southern New Jersey Vineland Produce Auction Market Association (an organization representing about 800 Cumberland County farmers), who had complained of the inability of farmers to secure workers, had never heard of either of the employment-service offices in the county. At the end of April 1941, 3,747 persons were registered in the Millville and Bridgeton State Employment Service offices. About one-third of the 1,348 active registrants in Bridgeton were women. The manager expected to place many of these persons when the need materialized in the canning factories.

Work Projects Administration workers have made up only a small part of the seasonal agricultural labor supply. At the end of April 1941, 693 workers were employed on Work Projects Administration projects in Cumberland County as compared with 1,265 in February 1941. This drop was caused in part by increased opportunities for private employment and in part by quota reductions. In May, less than one-fifth of the workers remaining on Work Projects Administration in Cumberland County had farm backgrounds and most of them were older workers.

In summary, it may be said that the predicted shortage of workers has not existed to date and there is strong reason for believing that anticipated shortages will not occur during the remainder of the season, especially since the period of peak employment in Cumberland County has passed. In spite of the various deterrents to the normal influx of farm labor, the asparagus and strawberry crops were picked without serious difficulty. It is doubtless natural for some farmers to fear shortages when they observe that the usual surpluses of labor have become smaller. However, as pointed out by Kenneth S. Roberts, a leading farmer of Cumberland County, and a member of subcommittee on farm labor of the State land use planning committee, real shortages of farm labor will almost certainly be prevented by the pooling of labor resources and increased use of the State employment service.

The CHAIRMAN. The committee will stand adjourned.

(Whereupon, at 3 p. m., the committee adjourned, subject to the call of the chairman.)

INDEX

- Agriculture:
  - *See also* Exhibits Nos. 15, 17, 22, 23, 27. Page
  - Child labor 5625–5626, 5757, 5759, 5761–5764, 5769–5770, 5782–5784
  - Crop losses due to labor shortage 5773, 5776
  - Dairy farms, labor supply 5771
  - Employment 5610–5612, 5615–5616, 5618–5621, 5624, 5626, 5628, 5630–5632, 5634, 5639–5640, 5646–5647, 5757–5759, 5762–5764, 5766–5771, 5774, 5778, 5780, 5782, 5785, 5788–5799.
  - Farm labor:
    - Shortage 5613–5614, 5618–5619, 5622–5625, 5627, 5634, 5636, 5638, 5640, 5769, 5771, 5773, 5776–5779, 5781–5782, 5786, 5789, 5793, 5797
    - Survey 5772–5773, 5775
  - Geographical area:
    - Atlantic County 5613–5620, 5633
    - Bergen County 5620–5621
    - Burlington County 5622–5627, 5629, 5633
    - Camden County 5613–5620, 5633
    - Cumberland County 5613–5620, 5633
    - Gloucester County 5613–5620, 5633
    - Mercer County 5622–5627, 5631
    - Middlesex County 5631
    - Monmouth County 5622–5627, 5631
    - Morris County 5620–5621
    - Ocean County 5622–5627
    - Passaic County 5620–5621
    - Salem County 5633
    - Sussex County 5620–5621
  - Labor:
    - Market:
      - Farmers cannot compete in 5771
      - Potential 5789
    - Needs 5633, 5778–5779
    - Survey 5772–5773, 5775
  - Machinery, farm, sales of, in New Jersey 5773–5774
  - Migration 5610–5611, 5628–5633, 5757–5758
  - New Jersey Land-Use Planning Committee 5768–5771
  - Population, displaced 5719, 5725
  - Selective service:
    - Deferment of farm hands 5774
    - Effect on farm-labor supply 5768–5769
  - Wages 5631–5633, 5780, 5782, 5790, 5794–5799
- Chamber of Commerce, New Jersey 5686–5687, 5691
- Chemical Warfare Service 5691
- Child labor 5625–5626, 5757, 5759, 5761–5764, 5769–5770, 5782–5784
- Civilian Conservation Corps:
  - Enrollees in camp 1939–41 (chart) 5662
  - General 5613, 5624, 5659–5660, 5662–5665
  - Requisitions and enrollments, 1939–41 (chart) 5663
- Co-op, union 5746–5748
- Community needs 5675
- Consumers' League of New Jersey 5756–5758, 5761–5762
- Cost of living 5562–5564, 5570, 5573, 5581, 5589, 5593–5595, 5598, 5646, 5682, 5685, 5720, 5745

Page

- Discrimination:
  - Education and training 5557, 5581, 5603, 5642
  - Employment 5580–5581, 5601, 5603, 5642–5644, 5693–5694
- Education and training:
  - *See also* Exhibits Nos. 3, 4, 8, 9, 10, 11, 13, 15, 22.
  - Age 5557
  - Defense, effects on education 5609
  - Discrimination 5557, 5581, 5603, 5642
  - Fiscal policy 5666–5667, 5676
  - Legislation, Federal 5667
  - Needs:
    - Federal aid 5674
    - Facilities:
      - Cost, estimated 5672–5675
      - School 5672
    - Funds, for expansion 5670
    - Schools 5665–5666
  - National Youth Administration 5556, 5669
  - Migrants, children 5758–5763
  - Proposals 5693
  - Schools:
    - Colleges 5557
    - Enrollment, increases in 5600, 5673–5674
    - General 5546–5547, 5753, 5758, 5759
    - Facilities:
      - General 5670, 5673, 5755
      - Need for 5672
      - Temporary 5676
      - Data on defense housing in relation to school facilities 5668
    - Need for 5665–5666
    - Overcrowding 5751
    - Vocational 5559, 5565–5566, 5669, 5673, 5692–5693, 5710, 5775
  - Statistics, data on defense housing in relation to school facilities 5668
  - United States Office of Education 5559, 5675
  - Up-grading 5558–5559, 5647
  - Vocational 5546–5547, 5559, 5565–5566, 5669, 5673, 5692–5693, 5710, 5775
  - Within industry:
    - General 5546, 5549–5555, 5557–5559, 5692, 5705–5710
    - Office of Production Management 5544, 5546, 5549–5555, 5557, 5559, 5692
  - Women 5560
  - Work Projects Administration 5546, 5556
- Employment:
  - *See also* Exhibits Nos. 4, 10, 12, 13, 15, 17, 20, 21, 22, 23, 25, 26, 27, 28A, 28B, 28C, 29.
  - Age 5645
  - Agricultural. (*See under* Agriculture.)
  - Child labor 5625–5626, 5757–5759, 5761–5764, 5769–5770, 5783–5784
  - Civil Public Welfare Institutional Service 5656–5657
  - Discrimination 5580–5581, 5601, 5603, 5642–5644, 5693–5694, 5711
  - Effects of three shifts on 5645
  - Employment service:
    - Newark Employment Service 5600
    - New Jersey State Employment Service 5544–5546, 5549–5550, 5555–5556, 5560–5561, 5595, 5606, 5610, 5612–5613, 5616–5621, 5623–5628, 5631, 5634, 5637–5638, 5641, 5644, 5661, 5692, 5709–5710, 5772, 5776, 5778, 5795
    - Pennsylvania State Employment Service 5787–5793, 5795–5796
    - Philadelphia Central Employment Office 5627–5628
    - United States Employment Service 5544, 5549, 5712, 5764
  - Estimates 5560, 5638, 5700
  - Geographical area:
    - Atlantic County 5613–5620, 5633
    - Camden County 5613–5620, 5633, 5730
    - Cumberland County 5613–5620, 5633
    - Bergen County 5620–5621
    - Burlington County 5622–5627, 5629, 5633

- Employment—Continued.
  - Geographical area—Continued. Page
    - Gloucester County 5613–5620, 5633
    - Linden area 5731
    - Mercer County 5622–5627, 5631
    - Middlesex County 5631
    - Monmouth County 5622–5627, 5631
    - Morris County 5620–5621
    - Ocean County 5622–5627
    - Paterson area 5730
    - Philadelphia—Camden area 5739–5740
    - Salem County 5633
    - Sussex County 5620–5621
    - Passaic County 5620–5621
  - Increases 5573, 5582, 5607, 5710–5711, 5730–5731, 5739, 5742
  - Inventory of skills 5545
  - Labor:
    - Contractors 5600, 5611, 5616–5617, 5623, 5625–5627, 5765–5766, 5784–5786, 5796
    - Contractors' bill 5637
    - Piracy 5689
    - Shortage 5545–5546, 5602, 5609–5610, 5622, 5773
    - Supply 5644–5645, 5692, 5771, 5789
  - Ratio single to married men in shipbuilding 5741
  - Wages 5563, 5577–5578, 5611, 5615, 5620–5621, 5624, 5626, 5631–5632, 5634, 5639–5640, 5646, 5685, 5743–5744, 5782, 5790–5791, 5794–5799
  - "270" program 5544, 5549
- Fort Dix:
  - *See also* Exhibit No. 14.
  - Education 5724
  - Facilities 5726
  - General 5714–5715
  - Health 5721, 5724
  - Housing 5715–5720
  - Morale 5716
  - Population:
    - Civilian 5697–5698
    - Displaced 5719, 5725
    - Military 5696, 5698
  - Recreation 5716, 5721–5723
  - Religion 5727–5728
  - Roads 5699, 5720–5721
  - Sanitation 5716, 5720–5721
  - Transport 5698–5699, 5715
- Gasoline consumption 5732
- Hartford, Conn., testimony of M. F. Burke, United Aircraft Corporation 5603–5606
- Health (*see also* under Housing):
  - *See also* Exhibits Nos. 1, 5, 6, 10, 16, 18, 20.
  - Bullwinkle bill 5652
  - Civilian population, health of the 5657
  - Conditions:
    - General 5785
    - Hazards 5574, 5649
    - Housing (*see also under general heading,* Housing) 5648–5649
    - Military areas 5724
    - Nurses, pay in State institutions 5661
    - Personnel shortage 5656, 5660–5661, 5664
    - Sanitation 5649, 5754
    - Syphilis 5648, 5650–5651
    - Tuberculosis 5649
  - Needs 5652, 5728
  - Practices:
    - Blood tests 5650
    - Fingerprinting 5654–5655
    - Industrial health 5653
    - Syphilis treatment 5651–5652

Health—Continued Page
- Public health proposals 5607–5609
- Report on mental tests of migrant children 5760
- Sanitation 5785
- Statistics:
  - Employment, institutional 5658
  - Labor turn-over—
    - In mental hospitals 5658
    - In State institutions 5657
  - Trends in institutional population and employees in State mental hospitals (chart) 5659–5660
- United States Public Health Service 5652

Highways and traffic:
- General 5587, 5695–5699, 5701–5704, 5713, 5728–5730, 5733–5738
- Traffic:
  - Accidents 5734–5735
  - Control 5735, 5737
  - Increase 5734
- Traffic-volume data 5733

Housing (*see also under* Health):
- *See also* Exhibits Nos. 1, 6, 7, 8, 10, 12, 15, 18, 20, 21, 24, 27.
- Agencies 5591
- Appropriations 5589
- Existing:
  - Conditions 5562–5563, 5575, 5577, 5580, 5593, 5615, 5648–5649, 5740, 5743–5744, 5762–5763, 5783, 5785, 5798
  - Distance of worker's home from job 5684–5685, 5700, 5798
  - Effects on morals 5741, 5762
  - Facilities 5678–5679, 5711–5712, 5743, 5783
  - Location 5574, 5579, 5583, 5684, 5743
  - Rents 5562–5563, 5573–5574, 5577, 5579, 5589, 5593–5594, 5598, 5678–5680, 5682, 5684, 5720, 5744–5745
- Federal Housing Administration 5579–5580, 5588, 5591
- Geographical area:
  - Bergen County 5679
  - Camden County 5569, 5615, 5743–5754
  - Clark Township 5755–5756
  - Cumberland County 5615
  - Essex County 5679, 5681, 5687
  - Hudson County 5679
  - Morris County 5679
  - Passaic County 5679
  - Salem County 5615
  - Union County 5567–5569, 5679, 5752
- Home Owner's Loan Corporation 5744–5745
- In lieu of taxes payment 5754–5755
- Location selection 5585–5586
- Needs 5573–5574, 5582–5586, 5590, 5599, 5743, 5745, 5799
- Private industry 5571–5572, 5585, 5587–5589, 5746, 5748
- Projects, defense:
  - Audubon Village 5712, 5746–5751, 5753–5754
  - General 5567–5568, 5571, 5578, 5599, 5678–5679, 5748, 5752
  - Low-cost 5746
- Proposals 5574, 5586–5587, 5740
- Shortage 5563, 5568, 5573, 5740
- Statistics:
  - Data on defense housing in relation to school facilities 5668
  - Dwelling unit vacancies, north Jersey 5680
  - Shelter data, Essex County 5681
  - Tenant occupied and vacant dwelling units 5681
  - Vacancies 5575–5576
- Union Co-op 5746–5748
- Union Questionnaire on Housing 5742
- United States Housing Authority 5571, 5599, 5746

Industry: Page
See also Exhibits Nos. 4, 12, 13, 20, 21.
Companies:
Baldwin Locomotive Co 5639, 5645
Congoleum-Nairn, Inc 5686
Elo Boat Co 5683
Federal Shipbuilding & Dry Dock Corporation 5558–5559, 5568, 5571, 5590, 5700
Hercules Powder Plant 5661
New York Shipbuilding Corporation 5590, 5705–5713, 5739, 5742
Western Electric Co 5592
Wright Aeronautical Co 5590, 5639
Defense:
Centers in New Jersey 5671
Contracts and awards 5688
Location 5589–5590, 5598
Manufacturing for 5691
"Eclipse" of little business 5689
Employment. (*See under general heading* Employment.)
Expansion 5573, 5694, 5710
Material shortage:
General 5584, 5602, 5689–5691
Cork 5689–5691
in New Jersey 5686–5688
Shut-downs 5558, 5584
Subcontracting 5693
Three shifts in 5645
Labor:
Child:
Act of 1940 5764
General 5625–5626, 5757–5759, 5761–5764, 5769–5770, 5783–5784
Contractors:
Bill 5637
General 5600, 5611, 5616–5617, 5623, 5625–5627, 5765–5766, 5784–5786, 5796
Piracy 5689
Priorities 5598
Selective Service. (*See under* Agriculture.)
Shortage:
General 5545–5546, 5602, 5609–5610, 5622, 5773
Farm labor 5613–5614, 5618–5619, 5622–5625, 5627, 5634, 5636, 5638, 5640, 5769, 5771, 5773, 5776–5779, 5781–5782, 5789, 5793, 5795
Supply 5644–5645, 5692, 5771, 5787
Survey, farm-labor, report on 5772–5773, 5779
Turn-over—
in mental hospitals 5658
in State institutions 5657
Legislation:
Bullwinkle bill 5652
Child Labor Act of 1940 5759, 5764
Federal, pertaining to education 5667
Labor contractors' bill 5637
Lanham Act 5567, 5569, 5570, 5572, 5667, 5670–5671, 5675, 5713, 5728, 5752–5753
State Senate bill 298 (child labor in agriculture) 5761–5762
Migrants:
Care of, by State police 5654–5655
Child labor laws 5759, 5761–5762, 5764
Children, mental tests 5760
Education (*see also under* Education and training) 5759–5763
Health (*see also under general heading*, Health):
Facilities available 5653
Housing conditions. (*See under general heading*, Housing.)
Testimony of 5561–5567, 5592–5596, 5683–5686
Wages. (*See under* Employment.)

- Migration: Page
  - *See also* Exhibits Nos. 4, 7, 10, 11, 12, 15, 19, 22, 23, 27.
  - Agricultural. (*See under* Agriculture.)
  - Interstate:
    - In-migration 5557, 5561–5562, 5565–5566, 5578, 5581, 5592, 5594, 5607, 5610–5611, 5619, 5625, 5628, 5634, 5636, 5641, 5675, 5688–5689, 5698, 5729, 5739–5740, 5742, 5757–5758, 5765–5766, 5769–5770, 5774, 5778, 5786, 5793, 5796
    - Out-migration 5581, 5601–5602, 5639, 5644, 5688–5689, 5699, 5719, 5725, 5731
  - Intrastate 5688–5689, 5699, 5719, 5725, 5731
  - Map showing interstate migration 5635
  - New Jersey Migratory Child Labor Commission 5762
  - Residence 5595–5596, 5602
  - Statistics 5630–5633
- Motor vehicle registration 5731–5732
- Newark, N. J 5596–5601
- National Youth Administration 5546, 5556, 5607, 5611–5614, 5617, 5620, 5659, 5664, 5669, 5723, 5777
- Office of Production Management:
  - General 5544
  - Labor priorities 5598
  - Within-industry training 5546, 5549–5555, 5557, 5559, 5692
- Population:
  - Existing 5568, 5677, 5688, 5748
  - Increase 5572, 5599, 5698, 5729, 5740
- Priorities, labor 5598
- Relief:
  - Cost 5677
  - General 5598, 5607, 5613, 5615, 5623, 5772
  - Settlement 5678
- San Diego hearings 5547, 5671, 5713
- State defense council 5548
- Traffic. (*See under* Highways and traffic.)
- Training. (*See under* Education and training.)
- Transportation:
  - Agricultural workers 5794
  - Need for motorbusses 5737
  - Troop movements 5698, 5701, 5729
  - Trunk highways, need for 5701
  - Superhighway 5699, 5703
- United Aircraft Corporation, Hartford, Conn 5603–5606
- Work Projects Administration 5546, 5556–5557, 5582, 5598, 5607, 5611–5612, 5614, 5617–5624, 5636–5637, 5646, 5669, 5682, 5717, 5766–5767, 5776–5778, 5780

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